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ROYAL COMMISSION

ON

METROPOLITAN TORONTO

HEARINGS

HELD AT
PARLIAMENT BLDGS.
TORONTO

VOLUME No.:

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3 ROYAL COMMISSION ON METROPOLITAN TORONTO
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5 Hearings of the Royal Commission
6 on Metropolitan Toronto, held at
7 the Parliament Buildings, Toronto,
8 Ontario, on Tuesday, May 19th,
9 1964, commencing at 10.00 a.m.
10 et seq.
11

12
13
14 PRESENT:
15

16 H. Carl Goldenberg, O.B.E., Q.C. Commissioner
17

18 F. H. Finnis Secretary
19

20 L. Feldman Research Officer
21

22 T. Plunkett Municipal Consultant
23
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* * * * *



1 THE COMMISSIONER: Mr. Justice Wells, are
2 you going to present the brief of the Toronto Public
3 Library Board?

4 MR. JUSTICE WELLS: Yes, Mr. Commissioner,
5 I am.

6
7 SUBMISSION OF
8 TORONTO PUBLIC LIBRARY BOARD

9 Appearances:

10	Mr. Justice Barton C. Wells	Vice-Chairman
11	Mr. Alan Campbell	Vice-Chairman
12	Mr. H. C. Campbell	Chief Librarian

13
14
15
16 THE COMMISSIONER: Will you proceed? You
17 may remain seated if you prefer.

18 MR. JUSTICE WELLS: Well, I shall. May I
19 take this away?

20 THE COMMISSIONER: On the Bench you are
21 accustomed to sitting and letting the lawyers stand.

22 MR. JUSTICE WELLS: That is right. I
23 wanted to make one matter clear before I begin, and that
24 is we are not here -- in advocating a form of consoli-
25 dation, I hope it has certain elements of decentralization.
26 But in advocating that we are not attempting to take
27 over the other libraries because we have had quite
28 friendly relations with them, and we admire the way
29 they have gone at their work, and what I am going to
30



1 say now is not to be treated, if I may say so, as a
2 criticism of what they are doing but simply we think
3 we have reached a stage in the Metro picture where
4 fundamentally we should have a common level of ser-
5 vice to citizens of Metro in libraries all over the
6 area, and we do not think we have that at the moment.

7 We are not trying to take anything over.
8 I am afraid in some respects there is a feeling among
9 some of the suburban libraries that we are sort of
10 the great bad wolf who is going to gobble them
11 up if they are not very careful, and we are not anxious
12 to do that. However, we do think some organization
13 should be set up which will not necessarily furnish
14 the same sort of service in every part of the city but
15 a comparable level of service as related to the needs
16 of the particular part of the area that we are dealing
17 with.

18 Having said that, if I may, perhaps the
19 simplest thing for me to do would be to very briefly
20 read to you the recommendations that we made, and
21 then I am in your hands, Mr. Commissioner. If you
22 want to interrupt me, will you please do so?

23 THE COMMISSIONER: Thank you. Will you
24 just proceed?

25 MR. JUSTICE WELLS: What we recommended
26 was that there should be a Metropolitan Board which
27 would have under its own administration the central
28 library and the specialized subject collections main-
29 tained by the Toronto Public Library Board and the
30 other area municipalities. These I think in fairness



1 to everyone I should say are largely contained in what
2 used to be called the Toronto Reference Library which
3 has now been merged into the Central Library largely
4 through the recommendations of Dr. Shaw's Report.

5 THE COMMISSIONER: I was going to ask you
6 because I knew the Central Reference Library, and I
7 was going to ask you whether the Central Library ---

8 MR. JUSTICE WELLS: It is a Reference
9 Library plus Central Circulating Library which has
10 now been put together, and we are in the process of
11 breaking it down into subject divisions rather than
12 into reference and general reading. It is something
13 that is used, particularly the reference part of it,
14 very substantially by people in the whole area. In
15 fact, it is used far beyond that. We get inquiries
16 from all over the province because it is a very fine
17 reference collection that has been built up over the
18 years.

19 Mr. Commissioner, have you read the Shaw
20 Report, or have you had it?

21 THE COMMISSIONER: I have it, yes.

22 MR. JUSTICE WELLS: What I was going to
23 say was that Dr. Shaw seemed obsessed with the idea that
24 between ourselves and the University Library we were
25 perhaps duplicating our services. What he did not
26 get into his head, and perhaps couldn't because he
27 was here off and on, is that the University Library
28 is the University Library, and while it is open to
29 the graduates of the University, owing to the excess
30 pressure of students, it is not available to the general



1 public except in special occasions when it has to be
2 arranged. I mean a person does not walk in off the
3 street and say I want to find out something about
4 something and get an answer. They can't handle the
5 people they have, the students they have.

6 Consequently, even if there is a duplication
7 under present conditions, it is perhaps a necessary one
8 if the public are to be served.

9 The central collection also has -- I think
10 we listed the various sections we have set up now --
11 this is now a science collection; the Baldwin Room
12 has the Canadiana collection, and that is a very dis-
13 tinguished collection of early records particularly
14 relating to Upper Canada but also in many respects
15 relating to Canada generally.

16 We have a Fine Arts section, a Theatre
17 section; the Hallam Room is really a working business
18 reference library which will eventually be moved down
19 to the new City Hall. The Baldwin Room is the collec-
20 tion for the Canadiana. Then we have a Bibliographic
21 Centre which is very convenient I think for all the
22 libraries in the area. We are very anxious about
23 that particular phase of the library work as it is
24 one where you have to train people very carefully.
25 You can't pick them up overnight. The head of the
26 Baldwin Room, for instance, is an authority on Early
27 Canadian History, and it seems to me you have to
28 remember that when you are dealing with the Central
29 Library because if you started to starve it so as to
30 get better service in the outlying districts -- well,



1 two outlying ones, Etobicoke and Scarborough where
2 there has been a tremendous improvement in library
3 service in the last five years -- since the Shaw
4 Report -- nevertheless if you start to starve central
5 collections and people left it, you might be very
6 derelict in a very short time because there are a
7 group of people there who are highly trained and highly
8 specialized. For that reason it is a vital nerve
9 centre to the whole Toronto Public Library System because
10 there is great competition for librarians' services
11 at the moment, and unfortunately with our large
12 organization we are not able yet to pay salaries that
13 librarians can command in commerce and sometimes in
14 some of the suburban libraries.

15 Consequently we recommend that a Metro-
16 politan board or central administration should cover
17 the central library and specialized subject collec-
18 tions maintained by the Toronto Public Library Board
19 and other area municipalities, and regional libraries
20 as advocated in the Shaw Report -- Mr. Commissioner,
21 I might leave you a copy which would indicate the
22 proposals for regions. This is the map that was
23 at the back of the Shaw Report.

24 THE COMMISSIONER: I have it.

25 MR. JUSTICE WELLS: The one I have is the
26 same map with fewer regions to begin with, and our
27 proposal is that a region should roughly accommodate
28 a population of up to 200,000 or over. If necessary,
29 400,000; but there would be in each of these areas
30 a regional library, and the general policy and equipment



1 and level of service would be dictated to by the
2 Central Board.

3 THE COMMISSIONER: You mean the Central
4 Board would set certain minimum standards. Is that
5 what you are suggesting?

6 MR. JUSTICE WELLS: Yes, that is what I
7 mean. Quite candidly I think the interest in, say,
8 the area between Toronto and Richmond Hill would have
9 a different emphasis to the area perhaps in Etobicoke
10 which is a more industrialized area, but there should
11 be still that level of service so what people in the
12 area want to find in the library they have adequate
13 supplies of. Frankly our submission to you is that
14 does not obtain at the present time.

15 There are certain technical services which
16 we went into in the brief, cataloguing and book pur-
17 chasing, and we think those should be handled
18 centrally for everybody in the area, and we think
19 there should be a common borrowing card for the use of
20 all the citizens, those dwelling in the Metropolitan
21 area.

22 We are continually pressed to charge more
23 for our services when we come to try and get money --
24 our principal supporter is the Toronto City Council --
25 and I think it only fair to state the reason we cannot
26 entertain that suggestion is because of Section 45 of
27 The Library Act, which says that all libraries
28 established under this Part shall be open to the
29 public free of charge provided, however, that the
30 Board may impose such a fee as it deems proper on non-



1 residents who desire to use the library.

2 We have without complaint charged a fee
3 of 10 cents.

4 MR. H. C. CAMPBELL: Yes.

5 MR. JUSTICE WELLS: For a library card.
6 That doesn't even pay for the work of getting it out,
7 but it is something. It is a token payment which,
8 if you pay something for it, our general experience is
9 people value it more, but we can't charge a large fee
10 for it because it would contravene the section of the
11 statute.

12 We feel within any central organization
13 our submission would be that there should be a single
14 card which would be good anywhere in the area wherever
15 you are. The provision in Section 45 that the Board
16 may establish fees on non-residents we have found in
17 practice almost impossible to enforce. There are
18 various ways -- you come in and register and you give
19 the address of your brother-in-law who is living
20 somewhere in Toronto, and the library phones that person
21 and they say, "Oh, well, yes, fine," and there you are.
22 We get that sort of thing, and it is not really pos-
23 sible to police it in any effective way. As far as
24 the general service of the Central Library -- that is
25 the reference and specialized services there -- we don't
26 attempt to. We try to serve the area as they come
27 to us.

28 Then to go on to the scheme we propose to
29 you -- that is on page 13 of the brief -- we recommend
30 that the 13 existing separate boards be brought together



1 in a scheme of central and district organization.
2 The central organization would operate central services.
3 Four or five library districts should be set up to
4 operate district services.

5 We must confess that this may seem a
6 little vague to you. We don't know, sir, what you
7 propose to recommend, and it would seem to me that
8 any organization of that sort would have to run along
9 the lines of whatever organization you propose should
10 be set up, and that is why we can only suggest it at
11 the moment in quite general terms.

12 THE COMMISSIONER: In other words, if I
13 were to recommend a four or five borough system you
14 would suggest four or five library districts, one
15 within each borough?

16 MR. JUSTICE WELLS: I think so unless the
17 borough system were too large -- I mean unless the
18 borough were too large in population, but Mr. Campbell's
19 opinion I think is that a central regional library
20 could serve up to a population of 400,000, and in the
21 larger regions of course there would be several regional
22 libraries, as Mr. Campbell has just told me.

23 THE COMMISSIONER: If there were a four
24 or five or six borough system and the City of Toronto
25 were to be one of the boroughs ---

26 MR. JUSTICE WELLS: There might be more
27 than one regional library in that area, yes.

28 THE COMMISSIONER: In the City of Toronto?

29 MR. JUSTICE WELLS: Yes, but your central
30 board would be an integrating factor to maintain a



1 level throughout that, and whether the members of
2 the regional boards would be members of the central
3 board -- it might become too unwieldy. That would
4 be the only difficulty.

5 Our experience in the Toronto Public
6 Library Board is we have a board of nine and we find
7 that very workable. If you get a board of 20 or 30,
8 it becomes like a public meeting and it is very hard
9 to get the play of discussion back and forth across
10 the table which really helps so much in working
11 these things out. However, I am sure the way the
12 plan of the Metropolitan area is determined, what
13 we suggest in general terms can be fitted in specifi-
14 cally; at least it would appear so to me.

15 THE COMMISSIONER: You do say the present
16 system of 13 library boards within the Metro area is
17 not suitable to the area.

18 MR. JUSTICE WELLS: We think it is inade-
19 quate to the area. There are two considerations there.
20 On the question of financing, we had a great struggle
21 to get support from Metropolitan Toronto. It is true
22 they have been very generous this year. We are getting
23 \$300,000. Our view is we should have roughly half of
24 the cost of operating the central circulating complex,
25 and that would be closer to \$400,000. Between
26 \$300,000 and \$400,000. Whether we will get to that
27 or not -- at any rate, it is very embarrassing to us
28 as a board at the moment. We never know from year
29 to year just where we stand because there are those in
30 the 12 municipalities surrounding Toronto who would



1 cut us down very much, and there are others who support
2 it.

3 Generally speaking since the Shaw Report --
4 the Shaw Report was worked out on the basis of records
5 for 1958. It was written during 1959 and published
6 in 1960, and we are now in 1964. Very little practical
7 progress has been made in the implementing of its sug-
8 gestions, and it seems to us one of the reasons for that
9 is you have with perhaps two exceptions -- I say East
10 York and Swansea -- you have independent boards who
11 have built up their own affairs, and they are anxious
12 to continue to do that.

13 I do not criticize that, but I think it
14 should be done in a slightly different way to let
15 areas be served not in a purely local spirit but
16 as part of a general operating scheme over the whole
17 area. That would be my submission on that point, I
18 think.

19 THE COMMISSIONER: Did you say that the
20 Metropolitan Corporation was making a grant of \$400,000?

21 MR. JUSTICE WELLS: This year they are
22 giving us \$300,000.

23 THE COMMISSIONER: In 1964?

24 MR. JUSTICE WELLS: When our brief was
25 prepared we gave the amount we received last year,
26 which was \$250,000.

27 THE COMMISSIONER: Yes, you did get an
28 increase?

29 MR. JUSTICE WELLS: Yes, we got an increase
30 of \$50,000. It has become very difficult though as you



1 go on because the pressure on the city, as you are well
2 aware, is quite severe at the moment. They have to
3 find money for so many things.

4 THE COMMISSIONER: Yes.

5 MR. JUSTICE WELLS: And I must say they
6 have been very generous and very good to us, I think
7 on a reasonable ground; there is a large measure of
8 public support for the work we are doing. The registered
9 borrowers of the library are roughly half the population
10 of Toronto.
11 That indicates a pretty high level of participation
12 I would say because if you discount the number of
13 children in the area, small children -- there are
14 children of school age certainly using the libraries
15 in very substantial numbers -- but it would indicate
16 I think a very general use of the libraries which I
17 may say in the last few years has been steadily growing.

18 -

21 -

24 -



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1 THE COMMISSIONER: That is a tribute to
2 the citizens.

3 MR. JUSTICE WELLS: Yes, it is. And not
4 the least of that is the fact that we were able to
5 establish foreign language collections for the benefit
6 of those who have immigrated into this country, and I
7 think perhaps they are adding something to it, because
8 along with that we were able to do work that we think
9 will integrate them into the communities in a very
10 thorough way, and yet they can get the stuff from their
11 own literatures and their own lands with which they
12 would like to keep in touch.

13 That is chiefly now centred in the new
14 Parkdale Library; that is the centre. Polish and
15 Italian segments are not too far away from that. It
16 all works out rather well there.

17 For instance, last night in the Earls-
18 court Branch, which is right up in the centre of what
19 is now the main Italian settlement, they had an even-
20 ing celebrating Michelangelo's anniversary, which is
21 this year. A young architect who is of Italian birth
22 but Canadian education delivered an address on
23 Michelangelo.

24 Was it well attended? I did not go.

25 MR. H.C. CAMPBELL: Yes.

26 MR. JUSTICE WELLS: This is the sort of
27 thing they have been trying to do. We are getting quite
28 a response to it from these people.

29 Now, I do not wish to go on ... We say
30



1 that four or five library districts should be set up to
2 operate district services. These district services
3 would be formed on the basis of the existing library
4 boards which would be consolidated under the Public
5 Library Act into union boards, or, if there are changes
6 in the Municipal boundaries at some future date, would
7 follow these boundaries.

8 The principal characteristic of a li-
9 brary district would be that it served a population of
10 not less than 200,000 persons. It might be expected
11 that if the districts were of approximately equal size,
12 they would serve populations of from 400,000 to 500,000
13 in number.

14 Then, we go on to say that each district
15 would have a district library and a district library
16 board with responsibility for a wide measure of local
17 operation and management of both regional and neigh-
18 bourhood public libraries.

19 Doctor Shaw advocated a series of
20 regional libraries which would have reference services
21 and quite large collections, up to 100,000 volumes or
22 more. He also advocated what he called small neighbour-
23 hood libraries, which I gather would be largely devoted
24 to pleasure reading and would serve smaller areas in
25 the regions. That is what I am talking about here when
26 I say "neighbourhood libraries".

27 The report of Dr. Shaw pointed out that
28 in addition to neighbourhood libraries there should be
29 regional libraries, each with collections of up to
30



1 100,000 volumes. Such libraries could best be admini-
2 stered as the components of library districts. Each
3 library district would not have less than three region-
4 al libraries plus the necessary neighbourhood libraries
5 or bookmobiles as required.

6 In Scarborough for instance, I under-
7 stand -- I am not personally familiar, but I am sure
8 you will hear today -- they have been very successful
9 with bookmobiles, have they not?

10 MR. H.C. CAMPBELL: And Etobicoke.

11 MR. JUSTICE WELLS: And I think
12 Etobicoke does the same, where they have quite a wide-
13 spread, sometimes scattered area to serve. In those
14 areas you are getting to the fringes of the heavy con-
15 centrations of population.

16 Then we say that the purpose and function
17 of any district library would be as follows: To be the
18 headquarters and plan and carry out the administration
19 of the library services in the district; to provide
20 throughout the district system of large and small
21 branches and bookmobiles a book collection adequate for
22 the library needs of local residents; to be accessible
23 to any resident of the Metropolitan area.

24 And we suggest that there should be a
25 minimum operating budget, including cost of debt
26 charges, of \$500,000 for each of these regions or \$3.00
27 per capita, whichever is the greater.

28 On page 14 we set out the areas we pro-
29 pose. If I may, sir, I will file this map at the
30



1 conclusion. It is a map in Dr. Shaw's report but
2 simplified in the form of what we propose.

3 THE COMMISSIONER: How would the oper-
4 ating budget of the district library be raised? Would
5 it be by rate within the district?

6 MR. JUSTICE WELLS: There again, sir,
7 I think it would depend on the municipal organization
8 of the area. That is why we are vague about that. If
9 there were complete amalgamation, of course, I presume
10 it would come from the general rate as it does in the
11 city now, but if there were a borough organization
12 there would be a local rate levied in each borough,
13 would there not?

14 THE COMMISSIONER: Yes. You were not
15 thinking of a Metropolitan rate which would be levied
16 on behalf of the central board that you recommend?

17 MR. JUSTICE WELLS: Well, I think that
18 is another solution which I would not criticize, sir.

19 THE COMMISSIONER: But you do not take
20 any stand on that?

21 MR. JUSTICE WELLS: No, because we can-
22 not. The reason we do not take any stand on that is
23 that we feel we cannot anticipate what you have to cope
24 with. We are necessarily and I think unsatisfactorily
25 vague on that point, but I think perhaps a Metropolitan
26 rate could be the answer. It is a general service for
27 the citizens. It is not a specialized service in any
28 particular area and it might be as appropriate.

29 On the other hand it might be that if
30



1 you had a local rate as well the particular needs of
2 any given area might receive more attention. I think
3 that is a possibility that I would submit to you.

4 I go on to page 15. We sum up by saying
5 that the special library committee has recommended
6 that standards for regional libraries should be the
7 responsibility of a library board which has over-all
8 responsibilities for the Metropolitan area. The Toronto
9 Public Library Board agrees that such standards must be
10 Metropolitan-wide. Otherwise, the benefits which can
11 be secured from an equal standard of library service
12 will not be possible throughout the whole area.

13 The Toronto Public Library Board has
14 established standards for regional library operation
15 service which it feels can be utilized in developing
16 regional libraries in future years. These standards
17 cover the provision of buildings and book stock, the
18 administration of staff and other requirements neces-
19 sary for a high standard of adult, young people's and
20 boys' and girls' library service.

21 If you follow on there, sir, you will
22 find our analysis of the present amounts being spent
23 on library services in Toronto, which we, I think, have
24 to freely admit would be increased somewhat, not perhaps
25 by \$500,000 if there were a consolidated system, but
26 part of that would be spent in bringing up the level of
27 some of the surburban areas to the level of service
28 that is given the residents of a city.

29 That is dealt with on pages 15 and 16 of
30



1 the report. It is suggested that a minimum budget for
2 the whole area would be \$5,650,000. At the moment I
3 think by our calculation it is \$5,144,048. It is not
4 a dramatic increase, but it is an increase. I have to
5 admit that.

6 In the Shaw report at page 92 -- and he
7 was then speaking for the year 1958 -- Dr. Shaw said
8 that Metro had not at once assumed any appreciable
9 responsibility for library services, although it has
10 made small grants to the Toronto Public Library. At
11 that time it was \$25,000?

12 MR. H.C. CAMPBELL: Twenty-five.

13 MR. JUSTICE WELLS: At that time we were
14 receiving \$25,000 a year from the Metropolitan organi-
15 sation. If I might read the next two paragraphs,
16 which I think perhaps underline what I have been trying
17 to submit to you, sir, he says: "There is clearly a
18 wide disparity in quality and quantity of library
19 service available to people living within Metro. The
20 equalization for all people within the Governmental
21 area is one of the primary responsibilities of govern-
22 ment and it appears therefore that Metro must eventual-
23 ly assume responsibility for equalization of education-
24 al and recreational opportunities through public li-
25 braries as it has for schools and for many other public
26 services.

27 " The second factor that should be of con-
28 cern to Metro is the emergency nature of the problem
29 of library development in the outer ring of large
30



1 suburbs which is caused by internal shifts of popu-
2 lation within Metro and will adversely affect Metro as
3 a whole if prompt action is not taken."

4 That is at page 92.

5 THE COMMISSIONER: You say that the
6 Metro grant at that time was \$25,000?

7 MR. JUSTICE WELLS: \$25,000, yes.

8 THE COMMISSIONER: As compared with
9 \$300,000 now?

10 MR. JUSTICE WELLS: That is right.

11 THE COMMISSIONER: Well, you have suc-
12 ceeded in educating the Metropolitan Council.

13 MR. JUSTICE WELLS: We have made progress,
14 sir. It has been quite a struggle but we have made
15 process, I agree.

16 THE COMMISSIONER: Do you send books to
17 them to read?

18 MR. JUSTICE WELLS: No. I must say
19 there are a number of very enlightened people in the
20 Metro Government, you know, and I think they realize
21 libraries need to be encouraged as part of the civic
22 amenities.

23 THE COMMISSIONER: Well, with an increase
24 like that it does show enlightenment.

25 MR. JUSTICE WELLS: Of course it does.
26 Subsequent to our brief what is known as the Allan
27 report --

28 THE COMMISSIONER: The special committee?

29 MR. JUSTICE WELLS: Yes. You have that,
30



1 sir, have you?

2 THE COMMISSIONER: Yes.

3 MR. JUSTICE WELLS: Yes. It suggests a
4 change. I do not think it goes as far as the change
5 we are suggesting. We have some criticism of that, if
6 I might submit it to you. Would you care to hear that?

7 THE COMMISSIONER: Yes.

8 MR. JUSTICE WELLS: One of the things that
9 I might say, if you examine the report of Mr. Allan's
10 committee, is that while it had Mr. Stanbury, the
11 general chairman of the North York Board, who was very
12 experienced and very acquainted with library work, on
13 it, there was no professional librarian on it. Whether
14 they were consulted or not, I do not know.

15 Do you know, Mr. Campbell?

16 MR. H.C. CAMPBELL: Some of them might be.

17 MR. JUSTICE WELLS: Mr. Campbell thinks
18 some of the heads of some of the libraries may have
19 been consulted, but it might have been -- and I say
20 this with great diffidence -- it might have been of
21 some assistance if someone very familiar with library
22 work -- and I am not suggesting the head of the Toronto
23 Public Library Board when I say that -- but someone
24 who was familiar could have acted as an advisor to that
25 committee. However, we do not seriously criticize it.

26 One of the criticisms we do make though is
27 that it offers no solution to the equalization of li-
28 brary services in the area. It really leaves it to
29 the voluntary effort of the local boards -- and I
30



1 think with the hope that with education and public
2 pressure they will come along. That is one way of
3 tackling it.

4 There are from our viewpoint serious
5 disadvantages to that because, while if you look at
6 the statement of the circulation of the various areas
7 and the amounts spent on them (which is in our brief
8 at page 10) you will see that particularly in the case
9 of Scarborough Township and North York Township to an
10 even greater degree and to a somewhat lesser degree
11 Etobicoke Township, there has been since 1958 (and our
12 figures go up to 1962) a very dramatic increase in
13 books bought, the amount of money spent and in the
14 amount of books circulated.

3 15 For instance Etobicoke in 1958 had a
16 book circulation of 530,700. In 1962 that had risen
17 to 1,048,628. In 1958 there were spending \$199,152
18 on library services whereas in 1962 they were spending
19 \$456,646. North York's commensurate figures were
20 766,790 in 1958 and in 1962, the largest increase of
21 all, up to 2,404,326, and not quite but close to a
22 tripling of expenditure -- in 1958, \$309,928 and in
23 1962 \$920,635.

24 Scarborough had 776,593 books circu-
25 lated in 1958. In 1962 that had grown to 1,506,013.
26 The increase was from \$167,386 to \$440,691.

27 Our own figures do not show those in-
28 creases. We show a small increase, an increase of
29 something around 25,000 in circulation. Our
30



1 expenditures, I regret to say, have gone up substantial-
2 ly. In 1958 they were \$1,778,565 and in 1962 they
3 were \$2,689,407.

4 THE COMMISSIONER: You show an increase
5 of 175,000 in circulation?

6 MR. JUSTICE WELLS: Yes, that is right.
7 I did not subtract the two. You are right. There are
8 two places where that increase in cost is accounted for.
9 One is salaries and the other is book stock. The price
10 of books has catapulted in that six years. In some
11 cases they have doubled.

12 Our salaries are not as high as the
13 standards of the Canadian Library Association demand.
14 They are as high as we can make them at the moment
15 with what we have and there will be further increases
16 possibly, because as various segments of the city em-
17 ployees get increases the library is treated in the
18 same way. We really have very little room to play
19 around in because we do try to keep ourselves down to
20 what we actually require. Those are the two places I
21 think which explain the very substantial increase in
22 cost.

23 One of the other factors that I would
24 like to submit to you is that in the present arrange-
25 ment, indeed under the arrangement of the Allan report,
26 there is no necessary co-operation between individual
27 library boards. With the over-all Board and the
28 broken down regional boards that we suggest we think
29 there would be much more co-operation in working out
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methods of maintaining standards and achieving stand-
ards, and that is one of the reasons why we urge this
change.



1 For example in the north and western part
2 of Toronto we have had for many years a library known
3 as the Locke Memorial Library. It is at the corner
4 of Lawrence and Yonge Street. It is a very substantial
5 stone building, a memorial to Mr. George Locke who for
6 many years was the Chief Librarian of Toronto.

7 Within the last three years North York and
8 York Township and Forest Hill have built libraries,
9 or made additions to their building in that area and
10 we have had to add a small addition to the Locke
11 Library, I think largely for a children's library and
12 a work space for staff.

13 This area, according to our calculation,
14 has a population of about 150,000 people. We think it
15 is over-supplied with libraries. It is not that they
16 are not all doing a good job; they are. I know people
17 living there say if they can't find a thing at one
18 place they go to another place and they get it before
19 their search is over. They are within a reasonable
20 area of each other.

21 If there were an overall direction I
22 don't think this would occur. We would have an ade-
23 quate number of libraries surely but not a concentration.
24 It seems to me that is a considerable waste of public
25 money. I think it would have been better spent on
26 books, if I may respectfully say so.

27 We also have a certain amount of raiding
28 of library staffs. Some of the suburban libraries,
29 who don't operate the large number of branches that
30 we have, pay more for the people they need and we have



1 a continual seepage, as it were. It may be quite
2 flattering to the quality of staff we have but it is not
3 too satisfactory from an administrative viewpoint.
4 We think that the organization that we propose might
5 reasonably do away with that.

6 We also, as I have said before, think there
7 should be a common borrowing privilege. It is often
8 argued that there is great advantage in training
9 people and there is some continuity of administration.
10 Mr. Campbell has looked into the matter and in the
11 13 library boards we now have since the Shaw Report
12 9 out of 13 administrative heads of the libraries
13 have been replaced and over 30 board members added to
14 the board since 1960. Actually in the personnel
15 there has not been the continuity that is urged as
16 an advantage to the present system. Whether this
17 is just something that has happened recently or not I
18 don't know.

19 There were certain amendments to The
20 Library Act in the last year which have greatly improved
21 the situation of library boards in the township, which
22 were previously appointed by township council and were,
23 I think, very much under continuing pressure from the
24 council. Now they are appointed as the Toronto
25 Library Board; that is free from the city, free from
26 the Board of Education, and free from the Separate
27 School Board of Toronto. By interposing these other
28 municipal bodies between ourselves and the Council I
29 think we do get some advantage of less direct pressure
30 and perhaps a better balance in the set-up in the



1 administration of the Board.

2 THE COMMISSIONER: What we call a system
3 of checks and balances.

4 MR. JUSTICE WELLS: That is right, yes.
5 It has worked out very happily in Toronto. I think
6 there will be an improvement in the township municipi-
7 palities. It is really going now for the first time.

8 The Ontario Libraries Act is an old
9 statute, that is Chapter 325 of the Revised Statutes
10 of 1960. Without criticizing it unduly I think I
11 may suggest to you it is largely designed to deal with
12 a more rural situation than we now have. It did not
13 envisage at all the large Metropolitan complex that
14 seems to be growing up in certain parts of Ontario and
15 is really not made to cope with it.

16 The Provincial Library Service has recently
17 convened a number of meetings to try and work out some
18 cooperation between the counties of Peel, York, and
19 Ontario. That might be quite appropriate to the
20 parts of York County that are divorced from the
21 influence of the City of Toronto but I doubt very much
22 if the problems of the rural libraries in Peel and
23 Ontario are commensurate. They are different at least
24 from the problems which we have to cope with in the
25 Metropolitan area. I think it would be hopeful if
26 the Libraries Act could be examined and provisions
27 made which were suitable to the situation which we
28 have in Metropolitan Toronto. I am sure there will
29 be other Metropolitan areas in Ontario before we are
30 through with the development that we appear to be going



1 through.

2 I have notes of an argument here which I
3 am not following precisely. It has quite a lot of
4 information in it. Would you like a copy filed?

5 THE COMMISSIONER: Yes.

6 MR. JUSTICE WELLS: I don't want to waste
7 your morning, or at least occupy too much of the time.

8 THE COMMISSIONER: If you would file that
9 with me I will attach it to the brief.

10 MR. JUSTICE WELLS: Very well, I will do
11 that. What I proposed to set out were what we thought
12 were the advantages of centralizing cataloguing and
13 a card preparation system and having regional libraries
14 on what we regard as adequate financing for the
15 libraries.

16 At the moment under the Public Libraries
17 Act all a municipality has to do for the library system
18 is charge 50 cents per head on the rate and that in
19 the City of Toronto produces a very small sum indeed.
20 I don't know that any municipality faced with the
21 problem has attempted to service their libraries that
22 way. It was a provision that was quite adequate when
23 first made but it is now in need of further considera-
24 tion and our submission to you is there should be a
25 rate, an assured rate of \$3.50 per head to provide
26 adequate library services under present cost conditions.

27 The reason for that is set out in the
28 additional arguments. Perhaps I should not take the
29 time to go into that now with you. The two items of
30 salary and book costs are fundamental. There is the



1 increased cost of administration that we have experienced
2 in the last few years.

3 For years we have had a joint programme
4 with the Board of Education and as a result of the
5 Shaw Report partly and as a result of the financial
6 pressure we were under we have been able to persuade
7 the Toronto Board of Education to take a larger part
8 in this programme. They are purchasing some \$250,000
9 worth of books for the schools of Toronto and we are
10 assisting in training a staff of some 90 school
11 librarians who, I take it in most cases, will be
12 teachers who will spend part of their spare time in
13 acting as librarians with, we hope, adequate training
14 in that respect.

15 They have also established a Central
16 Library and Central facilities for the secondary schools.
17 I think that is largely a loan service. When a student
18 is studying some special subject he will be able to send
19 and get from the central service the books which may
20 be more than helpful to him than the ones in their
21 normal book stocks.

22 Insofar as the Toronto Public Library
23 is concerned since the Shaw Report we have taken it
24 quite seriously and we have tried to merge the central
25 collections and we are in the process of doing so as
26 we have space and facilities. The library building
27 at St. George Street and College Street was built from
28 money donated from the Carnegie Foundation around 1904
29 and 1905. It is a substantial building but it is not
30 entirely easy to accommodate to changed conditions.



1 We haven't done too badly with it. We have had a
2 large book stack edition in the last five or six years
3 and it might be that eventually we will have to look
4 forward to a new central library for the whole area.
5 As the Allen Report says that has a rather low priority.

6 We may have to do considerable remodelling
7 to facilitate the setting up of special collections.
8 We have a special scientific collection for people
9 interested in modern science. That is now housed
10 in the reading room of the Reference Library. We
11 have taken one end and partitioned it off with book
12 shelves. That is the sort of thing we had to find
13 space for.

14 When we get our new premises in the new
15 City Hall we will transfer the up-to-date business
16 reference part of that collection down there where
17 it will be handier to business offices. That again
18 will give us additional space. I think it will work
19 out and I am not complaining about it. I am saying
20 it is sometimes difficult to adapt a building of nearly
21 sixty years of age to changed conditions of life but it
22 is such a substantial and well built building it is
23 perhaps worth doing.

24 I would like to read a short paragraph from
25 the document: "Since 1960 the Toronto Public Library
26 Board's Central Library collections have grown con-
27 siderably and are being merged progressively as space
28 and facilities allow. However, it will not be
29 possible to achieve a complete merger of the Reference
30 and Circulating collections of the Central Library until



1 a new building is provided to hold them. The planning
2 and development affecting new building should properly
3 be the responsibility of a library board which has a
4 concern for the whole Toronto area. The policy of
5 the Central Library must of necessity be developed in
6 intimate relationship to the policy for the regional
7 library. It will not be possible for the Toronto Public
8 Library Board to develop the most economical and useful
9 plan for a Central Library unless some form of consul-
10 tation is brought about as rapidly as possible. Each
11 year that the Central Library has to wait before ade-
12 quate planning and discussion of its collections takes
13 place represents a loss of valuable time in setting
14 up more effective library service.

15 Then we go on to discuss the recommendation
16 that the form of district library organization be
17 retained in order to decentralize administration of
18 the library system.

19 The Board proposes that five library
20 districts be created. I have dealt with that.

21 We go into the finances again which may
22 be summed up, as I have said, at roughly \$3.50 per
23 head. We think that the total cost of an amalgamated
24 system would amount to that and working that out on
25 a population basis of 1,700,000 persons we have a
26 figure of \$5,950,000.

27 Sir, those are my submissions.

28 THE COMMISSIONER: I really only have one
29 major question to put to you. You say in your brief,
30 after recommending the set-up of the Central Board and



1 District Boards, you say that the Toronto Public
2 Library Board recommends that legislation to establish
3 a consolidated library in the Metropolitan area under a
4 Library Board with powers to operate both Central and
5 District Public Library services be drawn up as
6 speedily as possible.

7 Is that not something of a contradiction?
8 Are you not there suggesting that the Central Board
9 will operate both the Central and District Public
10 Library service? Earlier in your brief you suggest ---

11 MR. JUSTICE WELLS: I admit it is capable
12 of that interpretation but quite seriously it was not
13 meant as that. We were summarizing from what we
14 have advanced that we have a Central Board and we
15 have District Boards and there should be certain overall
16 control, I think, vested in Central Boards for all
17 normal matters of administration. On matters of
18 taste and what an area requires we think it should
19 be dealt with by the Regional Board or the District
20 Board.

21 We don't want to create a vast sort of
22 monolithic system which becomes very unresponsive
23 to local demands. We feel in a library service
24 particularly there should be a very lively response to
25 local demands.

26 THE COMMISSIONER: You also answered the
27 other questions I was going to ask following on that.
28 Thank you very much.

29 MR. JUSTICE WELLS: Thank you very much,
30 sir.



1 THE COMMISSIONER: I would like you to
2 file both the map and the outline from which you were
3 reading.
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1 THE COMMISSIONER: Swansea Public Library
2 Board.

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5 SUBMISSION OF THE SWANSEA PUBLIC LIBRARY BOARD

6
7 MR. DOUGLAS BROWNELL, Member of the Board

8 THE COMMISSIONER: You have been very
9 concise, Mr. Brownell. Yours is the shortest brief I
10 have seen.

11 MR. BROWNELL: Thank you very much. I
12 wonder, sir, since I brought one copy of this along,
13 and I have been asked by the Press if there were copies
14 available, if I might take the two minutes' reading
15 time required to go through it.

16 THE COMMISSIONER: Yes.

17 MR. BROWNELL: And if there are any
18 other Board Members from other areas who might be in-
19 terested in hearing it. However, I would preface it,
20 sir, by saying that we did not prepare this brief with
21 the idea that it was the briefest brief that was ever
22 presented to a Commission. Rather, we felt that the
23 Commission was interested in reaching an over-all con-
24 clusion, and Swansea's operation is so small -- we have
25 10,000 people in the village -- our operation is so
26 small that we do not want to burden the Commission
27 with detail of its operation.

28 Rather, we just want to say in general
29 terms what our feeling is in relation to Swansea, and
30



1 the brief reads thusly:

2 The nature of the operation of the Swansea
3 Memorial Library is so significantly different from any
4 other Metropolitan Municipal library service that it
5 would be presumption for this Board to recommend to
6 other municipalities a plan of over-all operation of
7 Metropolitan library services.

8 Some of the significant features of the
9 Swansea Memorial Library operation are:

10 The library is located in the Village
11 Municipal Office Building occupying space
12 designed for that purpose.

13 The Library Board comprises six persons
14 who serve without remuneration, three are ap-
15 pointed by the Municipal Council and three by
16 the School Board.

17 Library service for boys and girls is
18 strongly emphasized, and there is close co-
19 operation with the Swansea Public School. A
20 modest adult recreational book service is pro-
21 vided to meet local needs.

22 A reciprocal borrowing arrangement with
23 the Toronto Public Library provides access to
24 recreational reading not available at Swansea,
25 as well as a whole range of reference books.
26 The Swansea facilities are available to the
27 children and adults of Toronto.

28 The library is operated on a part-time
29 basis.
30



1 Part-time service of a librarian (a
2 boys' and girls' specialist) is supplied on
3 a fee basis by the Toronto Public Library.
4 The services of a clerical assistant and
5 "pages" are obtained locally.

6 The librarian uses the full book
7 selection service of the Toronto Public
8 Library, and consideration is being given to
9 having Toronto Public Library provide acces-
10 sion services.

11 The total budget proposed for 1964, which,
12 since submitting the brief has been approved by Council,
13 totals \$20,201. I might interject that the budget a
14 year ago was in the area of \$11,000.

15 The next two paragraphs really set out our
16 views in this matter, sir. It is the opinion of the
17 Swansea Memorial Library Board that it can provide
18 higher quality service at a lower cost by fullest co-
19 operation with the Toronto Public Library Board than
20 by operating independently.

21 The present Swansea Library operation is
22 closely tied in with the Toronto Public Library, and
23 meets the needs for library service in the Village ef-
24 fectively and economically. At this time the Swansea
25 Memorial Library Board has no wish to change the present
26 method of operation, but would be willing to give every
27 consideration to any form of integration of Metropolitan
28 Library services that might provide better service to
29 the community.
30



1 This ends the brief. I would like to com-
2 ment in addition, sir, that some few years back there
3 were misunderstandings with the Toronto Public Library
4 regarding services which caused a little friction. A
5 proper flow of communication and a better understanding
6 has ironed out these differences, and at the present
7 time we have a most amicable and workable arrangement
8 with Toronto.

9 Swansea, with a population of ten thousand
10 people, could not of its own operate a library service,
11 a good library service. It is our feeling that a muni-
12 cipality should have a population of at least 50,000
13 people before this can be done. Therefore, Swansea,
14 without the fullest help of the Toronto Public Library
15 could not provide these people with the type of service
16 we would like to see them have.

17 I listened with interest to the presentation
18 of the Toronto brief and the suggestions for extending
19 the levels of library service to all of the
20 Metropolitan area, and the use of area boards. We feel
21 in Swansea that this is just about what we are doing.
22 We have an area board in Swansea. We are using all of
23 the technical services of the Toronto Library Board.
24 Our chief librarian is an employee of the Toronto
25 Library Board, and her services are supplied to us on
26 a fee basis.

27 We feel that we have already done many of
28 the things that are now being recommended by Toronto,
29 and probably lead the field in the whole Metropolitan
30



1 area in bringing about a unification of services and
2 an increase in the level of services which are being
3 provided.

4 Now, sir, you may have some questions.

5 THE COMMISSIONER: No, I think your case
6 is very clear. I will just say this: the Swansea
7 Public Library Board has not only submitted the short-
8 est brief but I think it is the first brief in which
9 an area municipality admits its complete dependence on
10 Toronto for a municipal service.

11 MR. BROWNELL: Thank you, sir.

12 THE COMMISSIONER: Thank you very much.
13 I will adjourn for ten minutes before hearing the brief
14 of the Township of York Public Library Board.

15 ---SHORT RECESS
16

17 THE COMMISSIONER: York Public Library
18 Board.

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20 ---
21 SUBMISSION OF THE TOWNSHIP OF YORK
22 PUBLIC LIBRARY BOARD

23 MRS. H.S. VAUGHAN, Member of the Board

24 MISS EVELYN GREGORY, Chief Librarian

25 MR. GEORGE HINTON, Secretary-Treasurer
26

27 ----
28 MR. HINTON: May I present Mrs. H.S.

29 Vaughan, member of the Board who will present the
30



1 brief, and Miss Evelyn Gregory, our chief librarian,
2 and my name is George Hinton. I am Secretary-Treasurer.
3 I am sorry that our chairman and Vice-chairman are both
4 out of town so they are unable to be with you.

5 THE COMMISSIONER: It doesn't show that they
6 dissent from the brief?

7 MR. HINTON: No.

8 MRS. VAUGHAN: I will do my best. York
9 Township's brief is also very brief as Swansea's was.

10 THE COMMISSIONER: Do you want to read it?

11 MRS. VAUGHAN: No, I don't think so, sir.
12 You have it in front of you?

13 THE COMMISSIONER: Yes, I have it. I have
14 read it.

15 MRS. VAUGHAN: It is quite general too. I
16 think my Board would like me to say possibly two things:
17 first of all, that the York Township Board would like to
18 remain in control of their library system. It is a
19 small library system, and we think that this is an ad-
20 vantage. Since the ideal library service is a close
21 intimate relationship between the book and the borrower,
22 we think that a small library service does this much
23 better than an impartial board would do.

24 Because we are small, of course, there are
25 certain services that we cannot give our community,
26 and this brings me to the second point which is we
27 support a Metropolitan Library Board with adequate re-
28 presentation from all of the communities that would
29 look after such things as a central reference library
30



1 and possibly a bigger and better bibliographic centre,
2 and other things are also available in there. This
3 would enable us to give more service to our community,
4 and at the same time serve our community well because
5 we are close to them and we are intimate with them,
6 and we know their needs, and because of this they give
7 us their support.

8 Now, the brief is there. It is very general,
9 as I say, and I don't know if there is any other point
10 that my Board wishes me to bring up.

11 THE COMMISSIONER: As I understand it, you
12 favour the setting up of a Metropolitan Library Board?

13 MRS. VAUGHAN: Right.

14 THE COMMISSIONER: In your brief to the
15 Special Library Committee, the Allen Committee, you set
16 out the matters that have Metropolitan significance.

17 MRS. VAUGHAN: Right.

18 THE COMMISSIONER: And those are the
19 matters that you would leave to the Metropolitan Board?

20 MRS. VAUGHAN: Yes.

21 THE COMMISSIONER: You were here this morn-
22 ing when Mr. Justice Wells was presenting the brief
23 for the Toronto Board. Do you agree with the setup
24 which the Toronto Board is recommending? That is, a
25 Metropolitan Board and district Boards?

26 MRS. VAUGHAN: We agree with the borough
27 system, sir, about six or seven boroughs around the
28 City to more or less be the same as the municipalities
29 are now.
30



1 THE COMMISSIONER: When you say "to be the
2 same"?

3 MRS. VAUGHAN: There would be some joining
4 together of smaller municipalities, but the six main
5 ones were to remain as boroughs.

6 THE COMMISSIONER: Each of these municipi-
7 palities or each of these boroughs would have its own
8 library board?

9 MRS. VAUGHAN: Yes.

10 THE COMMISSIONER: In charge of matters of
11 local library interest?

12 MRS. VAUGHAN: True.

13 THE COMMISSIONER: Well, I would say then
14 if I understood the Toronto Board's brief correctly
15 as set out by Mr. Justice Wells, it presents your own
16 ideas? He suggests a Metropolitan Board to take charge
17 of regional libraries, research, central reference.

18 MRS. VAUGHAN: Right.

19 THE COMMISSIONER: And leave the rest to
20 district boards which would be set up.

21 MRS. VAUGHAN: Miss Gregory will answer
22 that question.

23 THE COMMISSIONER: She may add anything
24 she wants to. It is entirely in your hands.

25 MISS GREGORY: I think the only point was
26 that we felt there should not be a conflict -- for in-
27 stance, a borough board and another board -- that there
28 should not be three levels. If we are a borough system
29 and have borough boards, there should be the Metropolitan
30



1 Library Board, but then not one in between.

2 THE COMMISSIONER: No, I didn't think there
3 would be that. Assuming York became a borough under
4 a borough system, there would continue to be a York
5 Library Board.

6 MISS GREGORY: Yes.

7 THE COMMISSIONER: It would be subject in
8 certain matters to a Metropolitan Board.

9 MISS GREGORY: Yes.

10 THE COMMISSIONER: That is my understand-
11 ing of what you would want.

12 MRS. VAUGHAN: Yes.

13 THE COMMISSIONER: You would not want amal-
14 gamation of all the library services in Toronto?

15 MRS. VAUGHAN: No. We feel this would re-
16 sult in a very impartial board that would not consider
17 the needs of our particular community.

18 THE COMMISSIONER: You mean an amalgamated
19 Board would not consider the needs of each?

20 MRS. VAUGHAN: Not as well as a local board.

21 THE COMMISSIONER: Even though it included
22 representatives from each community?

23 MRS. VAUGHAN: Not as complete. A smaller
24 library system presents the ideal in library service.
25 It has personal contact between the book and the bor-
26 rower which you cannot get in a larger system. It
27 becomes impersonal because it is larger.

28 THE COMMISSIONER: You admit that York
29 Township itself has not a sufficient population to
30



1 provide all library services?

2 MRS. VAUGHAN: Right. We need help. We
3 have been grateful for Toronto's help, and we definite-
4 ly need the help in certain areas which we hope this
5 metropolitan library board would supply.

6 THE COMMISSIONER: What would you say is
7 the principal help the Toronto Board has given you?
8 Access to the Central Reference Library?

9 MRS. VAUGHAN: Probably the bibliographic
10 centre with the interloan; ability to borrow extra
11 books.

12 THE COMMISSIONER: When you refer to a
13 metropolitan library board with adequate represent-
14 ation of the communities, you mean adequate represent-
15 ation of the area municipalities or boroughs, whatever
16 you call them?

17 MRS. VAUGHAN: Right.

18 THE COMMISSIONER: I think I have your
19 position very clearly in my mind. Thank you very much.

20 MRS. VAUGHAN: Thank you, Mr. Commissioner.

21 THE COMMISSIONER: I had listed East York
22 and Etobicoke and North York for this afternoon. If
23 they happen to be here and want to present their brief
24 now I shall be glad to hear them.

25 DR. BRYCE: North York is ready, sir. I
26 am Vice-Chairman of the North York Board.

27 ---
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SUBMISSION OF THE
NORTH YORK PUBLIC LIBRARY BOARD

DR. L.W. BRYCE, Vice-Chairman of the Board.

THE COMMISSIONER: You did not submit a
brief?

DR. BRYCE: We did through the Township.

THE COMMISSIONER: Through the Council?

DR. BRYCE: Yes.

THE COMMISSIONER: Have you a copy of the
statement with you?

DR. BRYCE: I think I have a copy that was
sent to you.

THE COMMISSIONER: I am sorry. I haven't
a copy with me.

DR. BRYCE: It is a very short summary of
our latest position.

THE COMMISSIONER: I read your last annual
report which was included with the Council's brief.

DR. BRYCE: Oh, yes, that is very nice.
A good deal of what we might otherwise have said has
been said for us by the Toronto Board, so I do not
think we will take much time. The North York Public
Library Board when asked by the North York Council for
its views concerning this Royal Commission, supported
many of the recommendations of the report "Libraries
of Metropolitan Toronto" by Dr. Ralph Shaw. This was
in fact natural as a number of Dr. Shaw's recommendations



1 were based on a submission to him by the North York
2 Public Library at that time.

3 THE COMMISSIONER: He showed good judgment.

4 DR. BRYCE: Specifically the Board accepts
5 the need for a Metropolitan library board, which Dr.
6 Shaw makes clear implies co-ordination rather than
7 amalgamation. We have chosen those words very care-
8 fully sir. I refer to Dr. Shaw's recommendation No.
9 1.

10 The second point that this Board emphasizes
11 is the need for a central reference collection as out-
12 lined in recommendation No. 8 of the Shaw report. As
13 the metropolitan area develops, the need for such a
14 collection geared to give service on an ever-expanding
15 basis is becoming more and more apparent.

16 I may add that we have been rather surprised
17 at the extent to which our own reference services have
18 grown in answer to a demand. My guess is that only
19 university students and a few advanced readers now go
20 downtown to the reference library; that the local busi-
21 ness and industrial interests consult the North York
22 Reference Library. High schools certainly do. Our
23 estimate is that I think it is fair to say a number
24 of those who actually go downtown for reference ser-
25 vices is not as great as one would have expected.
26 This has been a surprise to us ourselves.

27 A third recommendation this Board supports
28 concerns technical services (recommendation No. 3) and
29 in this case suggests that centralization of processes
30



1 could be expanded to include such things as overdue
2 procedures, cataloguing, ordering and a great many
3 things like that to which reference has already been
4 made this morning; and I think our predecessors have
5 also said they would be grateful for help. It is not
6 that we can't do it, but it is not economical for a
7 Board to do it.

8 The use of a single borrowers' card
9 (Recommendation No. 10) is something which this Board
10 accepted several months ago, and is prepared to imple-
11 ment in its own system. I might also add in connect-
12 ion with having a central Board, the remark was made
13 that staff was very often drawn from the Toronto
14 Public Library. That has not been our experience. We
15 have been able to find adequate staff since 1950 when
16 we had one trained librarian and we now have thirty-
17 four, and very few of them have been drawn from the
18 Toronto Public Library system.

19 Also in connection with the growth, since
20 1950 the population has increased five times and the
21 circulation 50 times so you can see it is one thing
22 about Dr. Shaw's report -- perhaps you noticed -- that
23 certain townships were expanding so rapidly he feared
24 a marked deterioration of service, a remark which
25 seems rather humorous today.

26 THE COMMISSIONER: I was struck by the
27 increase in the number of volumes of book circulation
28 and total expenditure of North York, which figures are
29 really striking.
30



1 DR. BRYCE: We have one of the highest per
2 capita reading groups in Canada. As for other recom-
3 mendations of Dr. Shaw, such as No. 5, the development
4 of regional libraries, and numbers 6 and 7 concerning
5 bookmobile service and neighbourhood branches, these
6 concepts were the guidelines for the North York Public
7 Library Board even prior to Dr. Shaw's survey, and are
8 now marked features of the North York Library system.
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1 In short this Board is on record as being
2 substantially in agreement on the type of library or-
3 ganization envisaged by Dr. Shaw. Indeed in some cases
4 this Board has pioneered in these developments. How-
5 ever, the Board does wish to point out to the Commission
6 the rapid growth of the North York Public Library
7 system since 1958. I have already mentioned where the
8 population multiplied by five times and the circulation
9 has multiplied by fifty.

10 As pointed out in this surveyor's study of
11 the three New York City libraries, local participation
12 and responsibility for the development of library ser-
13 vices is one of the keystones in developing effective
14 library service. The loss of local interest and initi-
15 ative and participation would result inevitably in lower
16 quality of library service.

17 Only one of the distinguishing features
18 about the North York Public Library system is that it
19 has come up from the grass roots and it is very sensi-
20 tive to the feelings and demands of the community and
21 its history. One of the latest things that has been
22 done with the co-operation of the Township system is
23 to secure a very old public school, over one-hundred
24 years old, which is no longer in use, which will be the
25 site of a neighbourhood library. It is proposed since
26 it is in excellent condition and of great historical
27 interest to maintain that along with suitable additions
28 as part of the new system.

29 Now, I cannot think that is so likely to
30



1 develop if we were dictated to in any way by a central
2 board, no matter how efficient, that lacked local
3 sentiment. I think perhaps in North York we are rather
4 a sentimental people, but I think there is good reason
5 for it.

6 We would subscribe to recommendation 15,
7 that greater emphasis should be placed on the dynamics
8 of library service, fully to meet the varied needs of
9 the people of Metro on all levels.

10 Just as libraries are different between
11 rural and urban areas, so we feel that there is a
12 distinct difference between suburban and central urban
13 areas too. The spirit is different; the outlook is dif-
14 ferent and the needs are different. That is why we
15 would like to press for co-ordination rather than the
16 complete amalgamation of library services.

17 THE COMMISSIONER: That is, you could re-
18 ceive help from a Metropolitan Board operating within
19 this sphere?

20 DR. BRYCE: Oh, definitely, definitely, as
21 long as we were not hampered in our own development.
22 We would like the resolutions to be such as regulating
23 traffic rather than barricades to grow in any direction
24 -- if I may use that metaphor.

25 That is all, sir.

26 THE COMMISSIONER: Well, there is not very
27 much dissent thus far amongst the library boards that I
28 have heard.

29 DR. BRYCE: It is no use burdening you
30



1 with further statistics and all that because you have
2 them.

3 THE COMMISSIONER: I have a lot of stati-
4 stics.

5 DR. BRYCE: You have all that, I am quite
6 sure.

7 THE COMMISSIONER: Thank you very much.

8 I shall now adjourn until two-thirty this
9 afternoon.

10
11 ---LUNCHEON ADJOURNMENT

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1 ---On resuming at 2.00 p.m.

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3 SUBMISSION OF
4 TOWNSHIP OF EAST YORK LIBRARY BOARD

5 Appearances:

6 Mr. Walter Stewart

Chairman

7 Miss D. Ashbridge

Librarian

8
9
10 THE COMMISSIONER: The East York Public
11 Library Board.

12 MR. STEWART: Yes, sir.

13 THE COMMISSIONER: Are you ready to submit
14 the brief?

15 MR. STEWART: As ready as we will ever be.

16 THE COMMISSIONER: I am sorry to have de-
17 layed you but I was unavoidably detained. Are you Mr.
18 Stewart, the Chairman?

19 MR. STEWART: Yes, sir.

20 THE COMMISSIONER: I have read your brief,
21 Mr. Stewart. I would just like you to highlight it and
22 add anything you care to add now.

23 MR. STEWART: Well, East York is first of
24 all a relatively small community with a population of
25 about 70,000 and with a strong community spirit. Of
26 course we feel we don't want to be lost in the shuffle
27 and if something in the way of a system whereby we would
28 not lose our local identification was the result of your
29 Commission I think something of that nature would be a
30 very happy solution for us.



1 The people who are in the community and
2 connected with our library are largely people who have
3 given the leadership to libraries of East York over a
4 period of time and we feel we understand the community
5 in a very particular way. This goes for the things
6 we do in our library in the community and not only as
7 far as books are concerned but the other activities.
8 We would like to think our library was peculiar to
9 East York in a cultural sort of way with theatres,
10 films, and books.

11 You may point out to us that we are closely
12 linked with the Toronto Library Board, which is quite
13 true. It has been a happy association really. Our
14 Kiwanis Club first started for us a library for the
15 boys and girls in the public school. The members
16 didn't know anything about library administration and
17 work and they went to the Chief Librarian of the
18 Toronto Library and said "What is the way to handle
19 this job?" He said "Why not buy a service from us?"
20 It is just like renting cars in a business, shall we
21 say? That is rather a plain way of putting it. It
22 has worked out very satisfactorily for us.

23 If you notice in the brief it has been
24 suggested that we break away from Toronto. They
25 select our books, they process them and catalogue them
26 and do the type of work that has been immensely useful
27 to us. It looks as though we are not as independent
28 as we might be. That is not so. Under Mr. Campbell
29 we have had the finest cooperation. We opened a
30 new library of ours three or four years ago and the



1 circulation of books in our area has grown because of
2 the work that has been done, the promotional work by
3 the librarian and the trustees who are a very public-
4 spirited lot.

5 We feel in a democracy the more citizens
6 you can get to show activity in social welfare of the
7 community the better it is. We have all sorts of
8 commissions that operate playgrounds, our curling
9 rink, our recreation centres and our libraries. We
10 feel that some identity might be lost if the big Metro-
11 politan Library Board was created.

12 Now you might somewhat differ with us on
13 that.

14 THE COMMISSIONER: I was told this morning
15 by four Library Boards that they favoured a Metro-
16 politan Library Board and continuance of local boards,
17 the Metropolitan Board to look after certain matters
18 of wider interest such as Central Reference cataloguing
19 and so on. Would you object to the Metropolitan
20 Board with those functions?

21 MR. STEWART: No, not particularly. We
22 feel that these various things might be better done
23 by a central office, whether by cooperation or amongst
24 the libraries or creation of a central body. I think
25 research could better be directed, so long as the local
26 spirit and leadership is not wasted or diverted complete-
27 ly out of the community.

28 Speaking for myself I think we would be in
29 agreement with that. Some of our people have suggested
30 that we should be a borough united with Leaside just



1 across the valley and we should work together as our
2 needs and our citizens are pretty well similar.

3 We know something has to be done and you
4 are going to do something out of your wisdom on what is
5 the solution to this. So far as we are concerned we
6 only hope that we can continue to maintain a certain
7 individuality, shall we say?

8 Regional libraries have been mentioned.
9 We probably could be developed to sort of a larger
10 community. That is a personal view. Maybe some of
11 my member fellows would disagree with it. I think
12 probably our library could develop into a regional
13 service and that could be well done by what we have
14 got.

15 THE COMMISSIONER: Have you terminated your
16 arrangement with the Toronto Public Library?

17 MR. STEWART: No, we haven't.

18 THE COMMISSIONER: Do you still intend to?

19 MR. STEWART: You will have to ask my
20 colleagues that. Probably they are waiting to see what
21 happens when you have committed yourself to what should
22 be done.

23 THE COMMISSIONER: Then they can blame me!

24 MR. STEWART: If you come to a good solu-
25 tion for the problem, and it is a difficult one, I think
26 we will all be grateful to you.

27 THE COMMISSIONER: The very fact that you
28 have to have a contractual relationship with the Toronto
29 Board shows that East York in and by itself cannot
30 supply a complete library service.



1 MR. STEWART: As a business man I think
2 it was a good arrangement to have this commitment with
3 the Toronto Library Board. I think we can operate
4 our own library. Our Reeve is very strong and some
5 of the members, and I agree with them, we can operate
6 our library on our own. If we did we would have to
7 invest further moneys in equipment and establish our-
8 selves ready to do it. I would not say we cannot do it
9 on our own. You would be reflecting on our ability if
10 you thought that and I would not want you to.

11 In talking to my fellow trustees in other
12 communities they have said "You put yourself in a weak
13 position. You have to work along with the Toronto
14 Library Board." Some of us are to blame for that.
15 We felt it was a good business arrangement. We would
16 be considering East York less than all the library
17 boards in the Province of Ontario if we agreed that
18 we couldn't do it ourselves.

19 THE COMMISSIONER: Your arrangement with
20 the Toronto Library is a satisfactory business arrange-
21 ment?

22 MR. STEWART: I think it is a good business
23 arrangement.

24 THE COMMISSIONER: What does Toronto supply
25 you with?

26 MR. STEWART: Well, they purchase our
27 books in conjunction with our library. They select the
28 books, process them, and catalogue them and they supply
29 us with our staffs. I think the Toronto Library Board
30 always has a fine pool of librarians and can spare



1 a few good ones. It is a very great attraction, I
2 understand, although there are those from Etobicoke
3 who may not agree with me. Some feel it is an ad-
4 vantage to work with the Toronto Library Board. I
5 don't know that.

6 Shall I give you one of these? There is
7 our budget. We look after the care and maintenance
8 of the building.

9 THE COMMISSIONER: In summary, Mr. Stewart,
10 you would like to be able to continue to do what you are
11 doing?

12 MR. STEWART: That is correct.

13 THE COMMISSIONER: You would not object to
14 a system that could be offered by a central body, be it
15 a Metropolitan Board or informal cooperative arrange-
16 ment among the library boards. Is that expressing
17 your view?

18 MR. STEWART: I think anything that would
19 improve the work and influence of libraries in Metro-
20 politan Toronto, I think any of us should support that
21 idea and we would like to maintain our identity if
22 you in your wisdom can find some way of maintaining
23 that for us.

24 THE COMMISSIONER: Your autonomy?

25 MR. STEWART: Yes. You see, at the pre-
26 sent time we go our own way so far as promoting the
27 library and having library activities and having our
28 exhibition. In fact we go far out. We bought a
29 Gladstone sculpture and we have been greatly criticized.
30 We found it was very attractive so far as a conversation



1 piece. People sometimes don't talk about the library
2 but they talk about the Gladstone sculpture. I don't
3 suppose we could have done that if we had been amalga-
4 mated. Some people would say it is a good thing if
5 we couldn't have done it.

6 THE COMMISSIONER: Thank you very much,
7 Mr. Stewart. I have your view.

8 MR. STEWART: Thank you. I hope I have
9 made the one point clear. You look like a man who
10 would be very generous and decent to poor people like
11 ourselves in East York.

12 THE COMMISSIONER: I will try to be.
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SUBMISSION OF
THE ETOBICOKE PUBLIC LIBRARY BOARD

Appearances:

Mr. H. W. Allen	Chairman
Miss R. Dean	Librarian
Miss B. D. Hardie	

MR. ALLEN: Mr. Commissioner, I gather from your remarks you have heard a great deal about libraries today.

THE COMMISSIONER: This is library day.

MR. ALLEN: This is library day and all that you can expect from us today is perhaps to present some sort of resume of our brief and answer any inquiries which may have been caused by examination of the brief or other municipalities' presentations.

As you will have noted from our brief our Board joins with the four Boards to whom you referred this morning as supporting a Metropolitan Library Board designed to perform certain limited functions, the details of which are outlined in our brief; certain central matters in the way of processing or developing of various research bibliography services and performance of experiments to derive better ways and means of doing things which may be beyond the capacity of any single Board.

We do have a very definite awareness as to the requirement of that Board, having a composition



1 which will be representative of the entire area which
2 it will serve. You can appreciate that that does
3 create real problems. In our own thinking we recog-
4 nize that a small Board is perhaps an effective Board
5 and perhaps to achieve the degree of representation we
6 want there should be a much larger Board so we in our
7 own thinking have compromised in suggesting such a
8 Metropolitan Board might be composed of nine members,
9 that being the size of Board that is now common to
10 all municipalities.

11 We feel though that in any formation of a
12 Metropolitan Board, so that that Board may be fully
13 abreast of current thinking of library procedures and
14 does not become an old folks' home for retired trus-
15 tees or politicians, or what have you, that one of
16 the requirements of membership in such a Metropolitan
17 Board be that the members of the Board be currently
18 members of existing Boards in the cities, towns,
19 villages or townships of the Metropolitan government or
20 whatever the form of government may be after you have
21 made your report, sir.

22 Apart from that type of support of a
23 Metropolitan Board we are basically in favour of the
24 retention of local boards. In passing I might say we
25 are opposed to the present system that the Metropolitan
26 government has adopted of making what might be described
27 as grant in aid to any local board which makes repre-
28 sentations to the Metropolitan government. We as a
29 Board do have some reservations as to some of the state-
30 ments that have been made in the public press and



1 otherwise, apparently designed to elicit such support
2 from the Metropolitan government. We feel that under
3 the present system whereby Metropolitan funds are
4 allotted to any local board while they are ostensibly
5 allotted for Metropolitan purposes the decisions
6 actually made as to the expenditure of those funds are
7 made by a local board.



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1 Therefore, while it may appear that the money is being
2 spent for Metropolitan purposes it may not in fact be
3 spent for that purpose.

4 Like Mr. Stewart, we feel it is very im-
5 portant that the local boards be retained. We feel
6 that they can foster and exploit the local initiatives,
7 the local responsibilities, local prides or what-have-
8 you of each area. We recognize that it is very dif-
9 ficult to say one way or the other on this, but we feel
10 that the degree of growth that has been attained in the
11 improvement of library service throughout the Metro-
12 politan Toronto area in the last several years has
13 been greater under the present system of a number of
14 local boards than what it would have been had there
15 been one amalgamated board.

16 We have a fear that if there be one board
17 there might be a tendency to slow down, as it were, to
18 the slowest pusher in the area rather than the present
19 approach which is perhaps the opposite, that we are
20 all seeking to improve and to provide the very best
21 possible service that we can to our own local areas.
22 We feel too that in the provision of library services
23 it is a sort of thing which can have a very direct
24 bearing and the nature of it will be determined in
25 large measure by the type of people, the type of in-
26 dustry or commerce which will avail itself of the ser-
27 vices provided and that the local board can more pro-
28 perly or more easily diagnose those needs and desires
29 of the local community and can properly assess, or more
30



1 properly assess the weight to be placed upon the repre-
2 sentations.

3 We are thinking in making this statement of
4 the experience that we have had during the fourteen or
5 fifteen years of our experience as a local board. We
6 ourselves were created as a result of an overwhelming
7 upsurge of local feeling which resulted in a referendum
8 to the electors of the municipality as to whether or
9 not there should be a board.

10 From that referendum in 1950 we feel we
11 have gone a long way. During those fourteen or fifteen
12 years we have had the benefit of presentations to our
13 Board from local groups, both in the way of encouraging
14 us to extend our service into certain areas and offers
15 of financial assistance from service clubs in the area
16 who have actually contributed monies for general
17 library purposes -- I think perhaps much the same way
18 as Mr. Stewart. He referred a few moments ago to his
19 Kiwanis Club as having initiated certain things. I
20 think that may be common to a lot of the municipalities
21 -- that libraries are things which grow with the com-
22 munity and reflect the community needs.

23 With reference to Dr. Shaw's report we as
24 a Board have been active in the support of the
25 Metropolitan Trustees Council which led in large part
26 to Dr. Shaw's survey and his report. Basically we
27 support as a Board the recommendations which Dr. Shaw
28 has made, particularly as those recommendations relate
29 to regional libraries and bookmobile services to act
30



1 as a stopgap in the creation of neighbourhood branches
2 and so on. That, we feel, reflects the thinking that we
3 as a Board have had and perhaps would have had even
4 without Dr. Shaw's report. But we are proceeding on
5 the basis of that and perhaps feeling somewhat more
6 secure in the knowledge that there is behind us the
7 support of someone of Dr. Shaw's stature.

8 All in all, we feel that within the re-
9 sources available to us we have been able to assemble
10 good staff, good physical plant, and we doubt that there
11 would have been any improvement had there been any
12 change in the organization of library service through-
13 out the Metropolitan area. However, apart from that
14 general statement we support basically a Metropolitan
15 Board, limited but backed up always by strong local
16 boards.

17 That is our position, sir.

18 THE COMMISSIONER: Your position is sub-
19 stantially the same as that of the City of Toronto, the
20 York Board and North York too.

21 MR. ALLEN: Well, I have not had the bene-
22 fit of ... You are confining that to our position vis-
23 a-vis the Metropolitan Board?

24 THE COMMISSIONER: That is right, and the
25 desirability of retaining your local identity.

26 MR. ALLEN: Yes.

27 THE COMMISSIONER: Having regard to the
28 needs of your particular community or municipality.

29 MR. ALLEN: Right.
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THE COMMISSIONER: Well, I think I have no questions. You have made your position very clear.

MR. ALLEN: Thank you, Mr. Commissioner.

THE COMMISSIONER: Thank you.

I now adjourn until ten o'clock tomorrow morning.

---WHEREUPON THE HEARING WAS ADJOURNED UNTIL Wednesday, the 20th day of May, 1964 at 10:00 A.M.

ROYAL COMMISSION

ON

METROPOLITAN TORONTO

HEARINGS

HELD AT
PARLIAMENT BLDGS.
TORONTO

VOLUME No.: _____ DATE:

13

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1
2 ROYAL COMMISSION ON METROPOLITAN TORONTO
3
4

5 Hearings of the Royal Commission
6 on Metropolitan Toronto, held at
7 the Parliament Buildings, Toronto,
8 Ontario, on Wednesday, May 20th,
9 1964, commencing at 10.00 a.m.
10 et seq.
11

12 _____
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15 PRESENT:
16

17 H. Carl Goldenberg, O.B.E., Q.C. Commissioner
18

19 F. H. Finnis Secretary
20

21 L. Feldman Research Officer
22

23 T. Plunkett Municipal Consultant
24
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27 _____
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METROPOLITAN TORONTO

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DR. ALBERT ROSE, PROFESSOR OF
SOCIAL WORK, UNIVERSITY OF TORONTO

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* * * * *



THE COMMISSIONER: Social Planning Council.

SUBMISSION OF

SOCIAL PLANNING COUNCIL OF
METROPOLITAN TORONTO

Appearances:

Mr. John B. Parkin	President and Chairman
Mr. Ray D. Wolfe	Member
Mr. Douglas M. McConney	Member
Mrs. Freda Manson	Member
Mrs. Evelyn Dalman	Member
Mr. Donald Gardiner	Member
Mr. Leon Kumour	Member
Mr. W. J. Watson	Member

MR. PARKIN: Mr. Commissioner, my name is John B. Parkin. I am the President and Chairman of the Social Planning Council of Metropolitan Toronto. We have talked with those who have appeared here before and we understand this is a rather informal procedure. This being the case this morning I would like to present some of the highlights of the brief which we have placed in your hands. First I would just like to read a brief introduction, and then I would just like to merely skim through it, heading by heading, and then we have with us this morning a group of those who are truly experts in this particular field, and if there are questions I think I would answer those that I could and others I would like to direct to those who



1 are qualified, professionally qualified in this par-
2 ticular field.

3 THE COMMISSIONER: That will be fine.

4 MR. PARKIN: We appreciate the opportunity
5 to appear this morning, and as I have just alluded to
6 the fact, accompanying me are Mr. Ray D. Wolfe, a
7 member of the Social Planning Council Board and co-
8 chairman of the Needs and Resources Study on which
9 our brief is based. This book will be referred to
10 and is referred to, and you have that in your hands.
11 Also Mr. Douglas M. McConney, executive director of
12 the Social Planning Council, Mrs. Freda Manson, Mrs.
13 Evelyn Dalman, Mr. Donald Gardiner, Mr. Leon Kumour
14 and Mr. W. J. Watson, all of the Council staff.

15 Now, as noted in our brief, the Social Planning
16 Council of Metropolitan Toronto is an incorporated
17 voluntary citizens' organization whose purpose is to
18 promote an effective well-balanced programme of health,
19 welfare and recreation services for Metropolitan
20 Toronto, both governmental and voluntary. Our
21 Board of Directors is broadly representative of many
22 segments of the community, whose past-presidents and
23 chairmen include Senator Wallace M. McCutcheon, R. J.
24 Donald and Harold R. Lawson.

25 The Council therefore welcomes the oppor-
26 tunity to make a submission to you, and I propose now
27 to review briefly the introduction and summary contained
28 in our brief. Health, welfare and recreation needs
29 of the people are a basic concern of the municipality,
30 supported by the senior levels of government. The



1 municipal structure and the responsibilities of the
2 local government, therefore, are important factors
3 affecting the overall pattern of social services
4 available to the people in the Metropolitan area.

5 Now, in submitting this brief, the Council
6 underscores the need for an increasing emphasis on
7 welfare, health and recreation services in Metropoli-
8 tan Toronto. Expenditures for such services by
9 Metro and the local area municipalities exceeded
10 \$40 million in 1961 even though the major pressure
11 in Metro's first ten years of necessity has been on
12 the development of basic and essential services. In
13 so saying we do not want to relegate social services
14 to the non-essential class, but I think you will
15 understand the little nuance there. The Metro-
16 politan Council's tenth anniversary report suggests
17 an increasing emphasis on social and community welfare
18 in the next ten years. However, in a recently
19 published study, Metro Toronto: A Decade Later, by
20 Dr. Frank Smallwood, an increasing emphasis on such
21 fields as welfare, housing, recreation and the like,
22 which are of a considerably more contentious nature,
23 promises to bring increasing strains upon the original
24 federation framework.

25 The purpose of our brief is to submit to the
26 Royal Commission information and recommendations per-
27 taining to these fields of service. Our recommen-
28 dations stem from the recently completed report of
29 A Study on the Needs and Resources for Community-
30 supported Welfare, Health and Recreational Services in



1 Metropolitan Toronto, copies of which have been for-
2 warded with the brief. This study is of major sig-
3 nificance and comprehensive in scope, and was carried
4 out under the auspices of the Council, with the
5 financial support of the Metropolitan Council, the
6 United Community Fund of Greater Toronto, and the
7 Atkinson Charitable Foundation. Under the direction
8 of an independent general committee composed of lay and
9 professional people with advisory assistance from
10 governmental departments, the initial chairman was
11 Senator M. Wallace McCutcheon, and the study was
12 completed under the direction of three joint-chairmen,
13 Mrs. Kaspar Fraser, Mrs. John T. Weir, Q.C., and
14 Mr. Raphael Wolfe.

15 Now, very briefly I would like to point to
16 the headings under which this particular brief is
17 presented to you, the first having to do with govern-
18 ment-voluntary cooperation and planning. This in
19 itself is a big subject, and on page 5 we suggest
20 that the Royal Commission on Metropolitan Toronto
21 consider the need for establishing general community
22 priorities for health, welfare and recreation when
23 reviewing the functions of municipal government and
24 its relationships with the voluntary services.

25 Very briefly we are rather anxious that this
26 question of priorities be faced up to. I suppose it
27 is one of the greatest problems that a municipal govern-
28 ment faces, this problem of priorities, whether they
29 are dealing with social problems or whether they are
30 dealing with some of the problems to do with what we



1 have referred to as essential services, and I would say
2 it is an item which we feel should be emphasized at
3 this time.

4 The second has to do with grants and payments
5 to voluntary agencies. Perhaps the main point I think
6 is on page 8 where we suggest a voluntary organization
7 may receive a very high percentage of its total budget
8 from government, but this does not mean it is losing
9 its autonomy or voluntary status. A great deal can
10 be said here, and I am sure that those who compiled our
11 Needs and Resources Study gave great thought to this
12 particular problem. The idea that voluntary agencies
13 should lose their autonomy is, of course, abhorrent
14 to us. On the other hand, we know there is a sort
15 of general principle that goes along, "where the money
16 comes from, therein lies the control".

17 However, we believe we have ample indication
18 both in the way school grants are made and hospital
19 grants are made that we can with some assurance say it
20 does not mean if the government is going to participate
21 to a greater extent in the contributions to voluntary
22 agencies then it must necessarily curtail their
23 autonomy in this direction.

24 The third section deals with general welfare
25 assistance. Under this we have made some allusions,
26 especially on page 16 wherein we state that a system
27 of integration of both the health services and the
28 welfare services within the Metropolitan area be worked
29 out which will ensure uniform and equitable standards
30 of services and coverage for all who live within the



1 boundaries of Metropolitan Toronto and which shall
2 be set up in such a way as to provide for flexible
3 administration, to ensure a sensitive but efficient
4 administration of these services.

5 If I could pause there a moment and indicate
6 that one of the problems in preparing the Needs and
7 Resources Report was that we as a group were not in
8 a position to take any stands on amalgamation or any
9 other form of government. We are here not to speak
10 for or against; we are here to indicate what the
11 problems are with respect to social welfare, and I
12 think we can safely say that the Needs and Resources
13 Report avoided the word "amalgamation", and would
14 repeat that our concern is for equitable opportunity
15 for services and not whether it is a Metro department
16 or local municipality controlling it.

17 On the other hand, having said that, we leave
18 entirely with you the problem of how it is going to
19 be worked out, and we would go so far as to suggest
20 some overriding authority is going to be necessary
21 somewhere in the piece if we are going to be able to
22 establish the type of service that we are looking for-
23 ward to and which our Needs and Resources Report indi-
24 cates you have to strive for in the Greater Metropolitan
25 area.

26 THE COMMISSIONER: When you suggest inte-
27 gration, you are obviously suggesting some Metropolitan
28 department or some amalgamated department?

29 MR. PARKIN: That is correct. On the other
30 hand we think, as you can well imagine, the last thing



1 we can do is become embroiled in a political discussion
2 as to whether it will be done by Metro or whether it
3 will be done by boroughs or whether the new Goldenberg
4 system. What we are trying to do is make the point
5 that without some overriding control there are very
6 few things that work without it. It is one field
7 where in physical planning, which is my particular
8 business, I know that planning by committee is
9 an almost impossible situation in physical planning.
10 I think the same goes for social planning. Somewhere
11 someone has to be chairman who says "We have heard the
12 story; we have heard it all, and we are now going to
13 do it like this", and whether that turns out to be
14 a Metro department or X department, all we are saying
15 is it has to come to pass if we are going to get the
16 best for every dollar spent for welfare by Metropolitan
17 Toronto in the days that lie ahead.

18 The next section deals with services for
19 children and youth. It is quite comprehensive.
20 There is one part that is added at page 19 which has
21 to do with hard to reach youth, and we conclude in
22 Section 59 by saying it is expected that the Social
23 Planning Council's Consultation for Action on Unreached
24 Youth will produce a workable plan for Metropolitan
25 Toronto, and the Council would like to forward details
26 of this to the Commission as a supplement to this
27 brief in the event that there are implications for
28 the responsibilities and functions of the Metropolitan
29 and area municipalities.

30 This was a conference which was held as recently as



1 the 22nd of April. It was a most successful confer-
2 ence. You will note that the key to the conference
3 was not merely to consult, but action, and we believe
4 that we have some very, very pertinent information
5 which we would like to put in your hands because this
6 is one of the very serious problems which faces all
7 large cities, and we believe that we have some infor-
8 mation coming forward which will be very, very useful
9 indeed, so we would merely mention that in passing.

10 THE COMMISSIONER: You have to remember one
11 thing, Mr. Parkin, I am interested in all that you have
12 here, and I am particularly interested in this last
13 problem you have mentioned, but while my Terms of
14 Reference are wide there are certain limitations.

15 MR. PARKIN: That is right.

16 THE COMMISSIONER: I am not making an inquiry
17 into social services and welfare as such.

18 MR. PARKIN: No.

19 THE COMMISSIONER: You will bear that in mind.

20 MR. PARKIN: Yes, I do. After having said
21 that we are not trying to take stands in certain direc-
22 tions perhaps makes the whole presentation of our brief
23 seem just a little bit weaker. We are really here
24 to indicate that the whole business of social welfare
25 is a very vast one. I suppose what we are saying
26 in effect -- we say it in the best sense -- we do not
27 want you to lose sight of it in whatever finally comes
28 of your report. That is about what we are saying.
29 I don't suppose you are going to.

30 THE COMMISSIONER: I assure you I won't lose



1 sight of welfare.

2 MR. PARKIN: Very good.

3 THE COMMISSIONER: I just wanted to make it
4 clear that if in my report I do not deal with a lot
5 of detailed administration of welfare matters or the
6 merits or demerits of particular welfare programmes,
7 it is because they are not in my Terms of Reference
8 apart from the fact that I am not qualified.

9 MR. PARKIN. The next item has to do with
10 hospital services. I don't know whether we should
11 even mention anything in this particular section.
12 There has been a great deal of recent publicity with
13 respect to hospitals, hospital beds and the like
14 thereof in the Metropolitan area. We just merely
15 point up the fact that possibly somewhere in this set-up
16 there should be a group whose definite concern is the
17 planning of hospitals in the large and grand scale
18 in the true planning sense; not in hospitals as indivi-
19 dual buildings, but to take care of the overall hospital
20 picture in Metropolitan Toronto.

21 We believe there are some who are dealing
22 with this at the moment on a provincial level, and
23 there needs to be some clarification in this connection,
24 and we believe that this would be a great step forward
25 if there could be some definite leadership provided
26 by way of planning in this connection.

27 THE COMMISSIONER: What is the jurisdiction
28 of the Hospital Council which now exists in Metropolitan
29 Toronto? I gather it is an advisory body representing
30 the different hospitals with no particular authority.



1 MR. PARKIN: That is my understanding, yes.

2 THE COMMISSIONER: You would give that body
3 or such a body the necessary authority to plan the
4 development of hospital services?

5 MR. PARKIN: That is right. In all this,
6 and now I am speaking perhaps almost so personally
7 that maybe the Social Planning Council will repudiate
8 me, but I would rather hope that one of the long-term
9 things that we may look for will be a closer inte-
10 gration of social planning and physical planning, and
11 I do not know just wherein we should really draw the
12 line.

13 Hospitals are something that I have been
14 rather close to for one reason or another, and I am just
15 not certain where that particular authority need be
16 vested. I think that is a thing which should be
17 deeply considered because to me a great deal of this
18 could be adequately handled by those who are concerned
19 with physical planning if you get right down to it --
20 I think some part of it--as long as it were sufficiently
21 integrated with those who were concerned with social
22 planning, and I think this is what we really need.

23 Generally speaking planning of this type re-
24 quires in essence that someone be able to stand back
25 and take an objective look at the whole process, and
26 not that these decisions be made by those who are
27 either primarily concerned with handing out money or
28 those who are primarily concerned with carrying on the
29 services.

30 The next section deals with a proposal for



1 welfare centres. I do not think there is much that I
2 need add in that connection unless there are any ques-
3 tions that arise.

4 THE COMMISSIONER: What you do point out there
5 is the inequality of services as between the different
6 areas of the city.

7 MR. PARKIN: In its simplest form -- for
8 instance, where we are concerned, dealing with any par-
9 ticular section of this now -- in simplest form the
10 work of the professional welfare worker, that person
11 who is properly qualified, can only be passed on and
12 the benefits can only be received in municipalities
13 that can afford to in effect retain such people whose
14 salaries are of some consequence. Therefore, we would
15 find in many instances with this sort of factor, if
16 the municipality is extremely small, it becomes ex-
17 tremely difficult for them to provide some of the things
18 we are talking about, and this would hold true under
19 these welfare centres the same way.

20 Section 7 deals with housing. I think we
21 should deal with this one very, very little because I
22 am sure you will hear a good deal about housing from
23 others who view this from a somewhat different point
24 of view.

25 The principal points are set out on pages 28
26 and 29, and perhaps I will take one moment and read them.
27 Steps should be taken as quickly as possible to co-
28 ordinate the work of the various local housing authori-
29 ties in Metropolitan Toronto by bringing them together
30 under one Administration.



1 Recognizing that public housing is a local
2 task which can be more soundly administered by local
3 government attuned to the needs of this urban area,
4 a unified programme should be created and administered
5 by a housing agency of the Metropolitan Council rather
6 than by one appointed by the province.

7 THE COMMISSIONER: Does this indicate that you
8 do not favour the recent legislation enacted setting
9 up an Ontario Housing Corporation?

10 MR. PARKIN: No, I think we would favour that,
11 but I think once again we are talking in terms of
12 autonomy, if you will. We are feeling that somewhere
13 the control of this has to be vested in someone who
14 is almost at the grass roots level, if I can use that
15 expression. I think that is what we are saying here.

16 THE COMMISSIONER: You are saying specifically
17 that a unified programme should be created and adminis-
18 tered by a housing agency of the Metropolitan Council.

19 MR. PARKIN: Yes.

20 THE COMMISSIONER: Rather than by one
21 appointed by the province. Now, legislation was
22 enacted within the past week or so setting up an
23 Ontario Housing Corporation which is a provincial body.

24 MR. PARKIN: My understanding was that was
25 more analagous to the Central Mortgage and Housing
26 Corporation on a provincial scale than to ---

27 THE COMMISSIONER: I don't know.

28 MR. PARKIN: That is my information to date.
29 Mr. Kumour could inform us further on that. Is that
30 not correct?



1 MR. KUMOUR: According to the statements of
2 the Minister this Corporation might do in Ontario what
3 the Central Mortgage and Housing does nationally.
4 A great many details of this are quite unclear at this
5 moment as to what this Corporation will be doing in
6 the future.

7 MR. PARKIN: As public housing is related
8 to the planning of neighbourhoods, subdivisions, and
9 larger urban districts, the local housing agency as
10 proposed should be empowered, with the approval of the
11 Metropolitan Council:

12 (a) To conduct studies of housing needs;

13 (b) To negotiate with the senior governments
14 for financing of housing programmes;

15 (c) To plan, design and construct publicly-
16 owned housing; and

17 (d) To determine sites in consultation with
18 local municipalities, and with disagreements
19 between the Metropolitan Council and the local
20 municipality being referred to the Ontario
21 Municipal Board.

22 Then we finish off: Because of the local
23 nature of public housing programmes, the federal and
24 provincial governments should discontinue their direct
25 activities in the design, construction and management
26 of public housing; but, as they provide as much as
27 92½ per cent of the financing for most of the housing
28 projects, they should retain the power to review and
29 set minimum standards of construction and management,
30 as provided in other public works programmes.



1 In line with what you said there could be a
2 good deal of discussion even on that particular para-
3 graph.

4 Section 8 deals with visiting nurses and
5 homemakers, and in this connection we would point out
6 that there is a new home care programme which is a
7 good example of providing a coordinated programme for
8 all of Metro which is presently under way as a sort
9 of pilot study. We conclude with the recommendation
10 that the Metropolitan Corporation be classified as a
11 municipality for the purpose of implementing the
12 Homemakers and Nurses Services Act; and that if this
13 is not possible, all 13 municipalities fully implement
14 the Act.

15 Then, Mr. Commissioner, I would like just for
16 a moment to read to you a brief summary of what is
17 contained therein. As already stated, the Social
18 Planning Council's concern is that an effective well-
19 balanced programme of health, welfare and recreation
20 services, governmental and voluntary, exist to serve
21 the people of Metropolitan Toronto. It is estimated
22 that some 400 governmental and voluntary agencies and
23 organizations operate in Metropolitan Toronto, a com-
24 munity which is itself so complex and expanding so
25 rapidly.

26 Our brief does not specifically recommend for
27 or against any particular municipal structure. We
28 have tried, however, to provide an added dimension
29 to the study of Metropolitan Toronto by outlining some
30 of the needs of the people of this area by highlighting



1 some of the concerns for social services in the area.
2 The brief also contains certain recommendations which
3 we believe are relevant to the concerns of the Royal
4 Commission and to whatever municipal structure may
5 exist to govern Metropolitan Toronto.

6 It is not my intention to give anything further
7 than to give some few conclusions. The explosive
8 nature of the growth of Metropolitan Toronto, and I am
9 sure you know about the population explosion and the
10 population of Metro and I do not think I need to read
11 this to you. We are very aware of the dilemma of
12 our modern metropolis which expands to the point of
13 seeming to be unable to provide that sense of com-
14 munity for which the individual longs; a community
15 in which each resident can share in a knowledge of
16 its growth and prosperity, its problems and needs;
17 a community in which the citizen can feel a reasonable
18 sense of closeness to the municipal government and
19 its services, as a taxpayer, as a voter, and a
20 resident; a community in which there exists a mutual
21 sense of responsibility.

22 But in so many ways Metropolitan Toronto
23 has become the community of mass transportation, in-
24 visible municipal boundaries, and a common area of
25 commerce, industry and social life become ever present
26 realities. In terms of social services and the needs
27 of people, it should make no difference in Metropolitan
28 Toronto which side of the street one lives on. Yet,
29 as is evident in the Needs and Resources Report, it
30 makes a very great difference on which side of the road,



1 and in what municipality, the unemployed worker or the
2 struggling family lives, as social services strive
3 to expand and to keep pace, as voluntary agencies
4 negotiate with each municipality for support, and
5 there is pressure to increase the quantity and quality
6 of municipal and voluntary services.

7 It is the concern of the Social Planning
8 Council that the standards and levels of service will
9 be equitable throughout Metropolitan Toronto for any
10 individual or family with the same need, no matter
11 where that individual or family may live. We are
12 also concerned that where good standards of service
13 have been developed over the years these are not lowered
14 as a result of changes which might occur.

15 The Council is concerned that there be a
16 reasonable combination of the Metro-wide centralization
17 of policies and financial arrangements with the de-
18 centralization of decision-making administration and
19 provision of services in ways which develop and maintain
20 local interest and involvement in the services.

21 THE COMMISSIONER: Would you explain that a
22 little more, please?

23 MR. PARKIN: Well, I would think we could
24 explain that by referring to the structure of our
25 Social Planning Council, and I think that would be
26 about as simple a way as any.

27 -

28 -



1 We have a Council which answers and which
2 plans for the various social needs of Metropolitan
3 Toronto and which has various area councils which are
4 spread throughout Metropolitan Toronto and which allow
5 them at the local level to take an interest in the
6 planning endeavours which ^{we} are undertaking and yet which
7 allow them to do so in a coordinated way in view of
8 the fact of the overriding surveillance of the Council
9 itself.

10 Now I think that indicates the type of thing.
11 There could be a number of variations of this type of
12 thing, but planning essentially, as I have already
13 I think made the point, indicates some overriding
14 authority somewhere. On the other hand, that it be
15 done not in a completely autocratic fashion it is
16 necessary to be able to hear and to take note of the
17 feelings and the thinking and conditions which pre-
18 vail in the smaller areas.

19 To this end in Social Planning we have the
20 various local planning councils. I think that is
21 about as good an example as I can give as to how this
22 should be undertaken.

23 THE COMMISSIONER: But there is a difference.
24 Your Social Planning Council is a voluntary body?

25 MR. PARKIN: Yes.

26 THE COMMISSIONER: And you can organize as
27 you see fit. You can have a central council and local
28 councils. I am dealing with a municipality or a
29 group of municipalities.

30 You are suggesting Metro-wide centralization



1 of policies and financial arrangements with decentraliza-
2 tion of decision-making administration and so on. Are
3 you suggesting there a metropolitan organization with
4 districts which are part of that metropolitan organiza-
5 tion in the sense of being sub-departments of a metro-
6 politan department, or are you suggesting a metro-
7 politan department of welfare setting up minimum
8 standards and local departments forming part of local
9 municipalities to administer under those standards?

10 MR. PARKIN: I would think that would be
11 one form of doing this. I think one thing we would
12 be seeking would^{be} that they be raised above the standard
13 of sort of sub-departments. We want them to have
14 something more. Once again the word "autonomy"
15 comes to mind. It is not quite right ---

16 THE COMMISSIONER: You are always repeating
17 that word "autonomy" because you know I come from
18 Quebec.

19 MR. PARKIN: I do not know. It just occurs
20 to me that we want to be able to get from a specific
21 locality the best thinking and we want the local
22 flavour. Somehow or other we want to do that.

23 Now we get to a rather fine line when we start
24 to indicate where the authority of each group is going
25 to start and stop. I think it is a thing that could
26 be done on the other hand, but I do not know.

27 Do you have anything to add to that, Mr.
28 McConney, as the Director of Social Planning?

29 MR. MCCONNEY: It seems to me, Mr. Commissioner,
30 that in addition to what Mr. Parkin has said the problem



1 of purely office branches of a service is solely a
2 part of the centralized administration and this does
3 not usually provide the involvement of local groups,
4 local citizen groups or service clubs.

5 As one welfare group has emphasized, in
6 their operation in their local municipality they have
7 a great deal of local involvement of service clubs and
8 other community groups and they feel a real part of
9 that community.

10 Our concern is, rather than being able to
11 answer your question specifically as to how this can
12 be done, but we do feel surely somehow in the structure
13 of a very large metropolitan area such as this ways
14 can be found to develop municipal administration or
15 general policies and administrative standards that
16 would apply equally across the area but at the same
17 time provide machinery which is capable of involving
18 local groups, capable of becoming part of a more local
19 community than just the metropolitan-wide area.

20 If this is done in a different kind of branch
21 structure from the way we seem to know it now, an
22 administrative unit, or if it can be done on the basis
23 of a department which is part of a local municipal
24 government but which nevertheless is operating under
25 policies and procedures which apply right across the
26 board, these are perhaps the kind of alternatives that
27 would have to be examined. But this is certainly the
28 goal.

29 THE COMMISSIONER: I want to follow this
30 through because it interests me a great deal and I have



1 had occasion to look into it elsewhere. I will give
2 you a specific example. I am told by some groups that
3 the City of Toronto should be amalgamated; that is, the
4 14 municipalities should be amalgamated. You would
5 then have one welfare department for the amalgamated
6 municipality. Presumably it would have officers
7 in different parts of the municipality because this
8 completely centralized administration from one central
9 office is not possible in the case of welfare.

10 On the other hand I am told that there should
11 not be amalgamation of welfare because welfare is
12 something very close to the local people, that the
13 local people know best how to administer it and
14 therefore it is best to leave welfare in the hands
15 of the 14 different municipalities -- or five or six
16 or four under a borough system.

17 What would your views be on that from the
18 standpoint of administration of social welfare?

19 MR. PARKIN: Well, I would think like in
20 most things we would like the best of both worlds on
21 that. We fully recognize the fact that the local
22 conditions and so on must be in some way recognized.
23 We do not want a hard cold sort of city-wide adminis-
24 tration of welfare.

25 On the other hand I think, as Mr. McConney has
26 suggested, really speaking what we want then is overall
27 control with respect to policy and so on and then some
28 local . . . I do not see why that could not be done
29 under any form of government, strictly speaking.

30 THE COMMISSIONER: What you really want --



1 and correct me if I am not interpreting you as I should
2 -- you want some centralized body which will set over-
3 all policies and minimum standards?

4 MR. PARKIN: That is right.

5 THE COMMISSIONER: Then as far as the
6 administration is concerned it should be done locally;
7 is that substantially what you say?

8 MR. McCONNEY: Substantially that is correct,
9 sir. We would add to that that whatever the local
10 size -- and Mr. Parkin will agree -- whatever size
11 is that local administration it must be large enough
12 to provide the resources, to provide the staff,
13 qualifications of staff, etc., to provide a range of
14 services which is sufficiently wide.

15 THE COMMISSIONER: That is the next question
16 I was going to ask you, because in the example I gave
17 you I said suppose the 13 existing area municipalities
18 continue. You do not think that some of the small
19 ones cannot possibly be in a position to satisfy the
20 requirements of welfare administration, do you?

21 MR. McCONNEY: The range of services -- a
22 one-man or two-man operation cannot provide the range
23 of services.

24 THE COMMISSIONER: Quite. So that with that
25 central body that you would like to see created setting
26 overall policy and minimum standards if there is to be
27 local administration (which you would like) that
28 administration must cover an area which has sufficient
29 population and resources to provide the necessary
30 range of welfare services?



1 MR. McCONNEY: That is right.

2 MR. PARKIN: That is right. It might easily
3 not follow existing political boundaries therefore.

4 THE COMMISSIONER: No, no. I think I under-
5 stand your viewpoint.

6 MR. PARKIN: It might be just as well to
7 read the last part of that paragraph. We are con-
8 cerned, however, -- as Mr. McConney has indicated --
9 that any unit of administration with its available re-
10 sources is large enough so that services can be
11 staffed by qualified administrators and practitioners
12 and that no service will suffer from being relegated
13 to a part-time or "one-man function".

14 Well then, very, very specifically and briefly
15 we are stating that we emphasize the need for more
16 social planning and increased government and voluntary
17 collaboration. This is extremely important to us --
18 the basis and method by which the planning will be
19 carried out by both government and voluntary. We
20 believe there is a place for both but we believe the
21 cooperation between the two has to be something more
22 than we are presently experiencing -- including the
23 establishment of welfare and health centres.

24 We recommend municipal participation with
25 voluntary organizations in formally establishing
26 priorities for social services. Priorities are
27 extremely important. It is a question always in
28 social welfare of taking a certain number of dollars
29 which are available, a certain number of people who
30 are available to administer and to professionally



1 provide the services and to see that they are directed
2 where they are most needed and to best advantage as
3 far as the community is concerned.

4 We submit proposals regarding municipal
5 special grants and the purchasing of services from
6 voluntary organizations.

7 Our brief emphasizes the need for basic
8 standards of public welfare programmes and the inte-
9 gration of public welfare services and of health ser-
10 vices.

11 Concern is expressed about services for
12 children and youth and particularly the need for child
13 guidance programmes in all school systems; services
14 for "hard-to-reach" youth; extension of the juvenile
15 and family court services and increased municipal
16 support of children in care.

17 We recommend the establishment of a planning
18 authority for hospitals.

19 We recommend changes in the existing housing
20 authorities. There is emphasis on the need for
21 more varied types of housing and services for the
22 aged.

23 We urge Metro-wide implementation of the
24 permissive legislation for visiting nurse and visiting
25 homemaker services.

26 While there may have been some modification
27 in the details of the Needs and Resources Report and of
28 our brief since they were written, the basic issues to
29 which they refer remain the same.

30 The total resources available in Metropolitan



1 Toronto are surely capable of providing equitably the
2 welfare, health and recreation services that the people
3 need. The Social Planning Council has respectfully
4 submitted this brief in the expectation that the pro-
5 vision of adequate social services will be given an
6 important place in the considerations of the Royal
7 Commission.

8 Thank you, sir.

9 THE COMMISSIONER: Thank you, Mr. Parkin.
10 If any of the people with you want to add anything I
11 should be glad to hear them. Otherwise I have studied
12 your brief and your Needs and Resources Study is really
13 an excellent document.

14 MR. PARKIN: Yes, we were rather proud of
15 it. We think it is a sort of first on this type of
16 thing, certainly on this continent.

17 I think we should just see that . . . Mrs.
18 Manson, do you have anything that you feel you would
19 like to say? We do not want to take more time but
20 we want to deal with everything.

21 MRS. MANSON: I would be glad to deal with
22 any particular area that you think may need it.

23 MR. PARKIN: Mrs. Dalman, do you have any-
24 thing?

25 Other than that we thank you very much for the
26 kind hearing and we will leave you.

27 THE COMMISSIONER: Thank you.
28
29
30



SUBMISSION OF

DR. ALBERT ROSE,
PROFESSOR OF SOCIAL WORK
UNIVERSITY OF TORONTO

THE COMMISSIONER: Dr. Rose?

DR. ROSE: Yes, sir. Mr. Commissioner, I think I should begin by emphasizing that I appear before you on my own behalf and not in any official capacity, notwithstanding the fact that I have served as a voluntary member of the Metropolitan Toronto Housing Authority since its inception on December 1st, 1955. I am not speaking on behalf of this group or on behalf of any sponsor or group in the community which may or may not be interested in the ideas that I have presented.

I think, sir, that my purpose in coming is simply because of a longstanding interest in this problem dating back to the creation of a committee on Metropolitan problems of the Civic Advisory Council in July, 1948, and the fact that I feel that members of the staffs in the social sciences and in social work in universities in this province ought to have some contribution to make. I hope that I may make a small one as a representative of that group as well.

In this brief, Mr. Commissioner, submitted to you on March 16th of this year, I think I made three main points. First I make an argument concerning the need for a philosophy of government in the metropolis. I have argued that a political philosophy for the modern metropolis is essential and I said that in the



1 view of this brief an intelligent philosophy must
2 embrace as its central theme the preservation of those
3 values which permit the reasonably intelligent,
4 reasonably well-informed citizen to comprehend the
5 local government of which he is a part and enable him
6 to participate in the management of the affairs of
7 his community without undue difficulty. He must be
8 made to feel that he is a part of a political and social
9 entity in which he is more than a mere name on a
10 voters' list, in which he can have some influence if
11 he cares to make the effort.

12 It is submitted that the fundamental ob-
13 jective of a philosophy for the metropolis must be the
14 protection and promotion of diversity. This does not
15 imply chaos or inefficiency but rather a clearer
16 indication of those public services which may be left
17 to the administration of a meaningful and viable local
18 government. We need to encourage, sir, local interest,
19 local initiative and local participation.

20 The promotion of these values might well
21 be a part of a preamble to the Municipality of Metro-
22 politan Toronto Act, or its successor, a preamble which
23 in my view should be a simple expression of the
24 political philosophy upon which metropolitan government
25 rests. That statement is from the brief.

26 In my view, sir, it is or was the absence
27 of any clear statement of purpose in the Municipality
28 of Metropolitan Toronto Act which I believe has con-
29 tributed in an important way to the confusion con-
30 cerning objectives and the so-called city-suburban



1 split within Metropolitan Council.

2 I have been struck by the difference between
3 American and Canadian legislation in this matter, the
4 different way in which those who draft legislation
5 begin with or without a clear statement of political
6 and social objectives. As an example, Mr. Commissioner,
7 I think of the National Housing Act in Canada, which
8 has been one of my great interests over the years.

9 The Act of 1954 states that this is an
10 Act to promote the construction of new houses, the
11 repair and modernization of existing houses and the
12 improvement of housing and living conditions. This
13 is hardly a stimulating statement of objectives to
14 arouse the interest of a concerned citizenry. I will
15 admit that the 1944 Act added to that statement a
16 phrase such as "the expansion of employment in the post-
17 war period".

18 But let us contrast that with Public
19 Law 171 of the Eighty-first Congress, which is the
20 Housing Act of 1949. It begins with a statement
21 somewhat like the one I have just read in the National
22 Housing Act of 1954 but goes on with a declaration of
23 national housing policy.

24 The United States National Housing Act of
25 1949 begins: "An Act to establish a national housing
26 objective and the policy put forth in the attainment
27 thereof, to provide federal aid, to assist slum
28 clearance projects and low-rent public housing pro-
29 jects initiated by local agencies, to provide for
30 financial assistance by the Secretary of Agriculture



1 for farm housing, and for other purposes."

2 Up to that point^{it}/is no improvement over our
3 effort, but the next section is entitled in large
4 print "Declaration of National Housing Policy".

5 I will not read it all; it goes on for a page and a
6 half. But it begins as follows: "The Congress
7 hereby declares that the general welfare and security
8 of the Nation and the health and living standards of
9 its people require housing production and related
10 community development sufficient to remedy the serious
11 housing shortage, the elimination of substandard and
12 other inadequate housing through the clearance of
13 slums and blighted areas, and the realization as soon
14 as feasible of the goal of a decent home and a suitable
15 living environment for every American family, thus
16 contributing to the development and redevelopment of
17 communities and to the advancement of the growth,
18 health and security of the Nation.

19 "The Congress further declares that such
20 production is necessary to enable the housing industry
21 to make its full contribution toward an economy of
22 maximum employment, production and purchasing power."

23 Then it goes on to state how this policy
24 shall be achieved.

25 I submit, sir, if I am not making too much
26 of this point, that what has been lacking in our
27 legislation, and I refer now more specifically to the
28 Municipality of Metropolitan Toronto Act, which in its
29 original form did at least indicate some objective --
30 in its draft form prior to passage, Mr. Commissioner,



1 it did say it was an Act to provide for the federation
2 of the municipalities in the Toronto Metropolitan area
3 for certain financial and other purposes -- there is
4 however no statement of objectives other than that
5 sentence, and the later versions, the consolidated
6 version derived from the Revised Statutes of Ontario,
7 1960, published thereafter with amendments does not
8 even include that preamble.

9 I believe that this matter of philosophy
10 has had some importance in the inability of the members
11 of Metropolitan Council to know in essence what they
12 were there for and to act accordingly. The first
13 chairman, as we all know, Mr. F. G. Gardiner, Q.C.,
14 I think did attempt to overcome this basic philosophical
15 vacuum through the use of his phrase "the Metro con-
16 cept". As far as I can learn by reading his many
17 addresses of the years 1953 to 1955, Mr. Gardiner has
18 used this phrase in an address to the Canadian Institute
19 of Public Administration in Ottawa on September 9th,
20 1954.

21 I think however that he was in a sense
22 alone in an understanding of what he meant by this
23 phrase "the Metro concept". I do not mean entirely
24 alone, but generally speaking I am not convinced that
25 the members of Metropolitan Council over the first
26 decade really could separate out their role. I
27 recognize that every legislator in this country, in
28 the federal parliament and the provincial governments,
29 has this task of legislating for the entire jurisdic-
30 tion and at the same time he must be aware of the needs



1 of his constituents, because he represents a con-
2 stituency which sends him to that legislature.

3 In Toronto -- in Metropolitan Toronto, that
4 is -- I think that the fact of equal distribution of
5 representation between the city and the 12 so-called
6 suburban municipalities at the beginning gave many
7 legislators of that time and thereafter the view that
8 their task was not so much to represent and provide
9 the best thinking possible for the future of the
10 entire metropolis, but to represent either the city
11 or the suburban municipalities and from time to time
12 only the suburban municipality from which they came.

13 My argument concerning the need for a
14 philosophy of diversity, Mr. Commissioner, has been
15 derived from a good deal of exploration of the argu-
16 ments of scholars and writers in the past decade --
17 in royal commissions and in other jurisdictions.
18 I would like to document this very briefly. I
19 have said already that I have been impressed by the
20 difference in the approach to a piece of legislation.

21 THE COMMISSIONER: Of course, that is not
22 confined to metropolitan legislation. There is a
23 complete difference as between the United States and
24 Canada and Great Britain in preambles to legislation.

25 DR. ROSE: That is right, sir.

26 THE COMMISSIONER: Perhaps they find it
27 hard enough to agree on the legislation without trying
28 to invite a long debate on the philosophy outlined.

29 DR. ROSE: That may be true, sir, but
30 perhaps the time has come for us to change. It might



1 be argued that the incorporation of a clear statement
2 of objectives in the legislation governing Metropolitan
3 Toronto would have made no difference over the past
4 decade.



1 I cannot testify that it would or it would
2 not. I do feel, however, that those charged with
3 responsibility would have had some clearer idea of
4 what objectives they were there to serve.

5 THE COMMISSIONER: Yes, because it would
6 be something new.

7 DR. ROSE: That is right. I am impressed
8 also by the strong conviction expressed by the Royal
9 Commission on Local Government in Greater London,
10 1957 to 1960. I would like to read just two short
11 comments. I am now on the part of my argument that if
12 there is a political philosophy it ought to be a
13 philosophy of diversity.

14 The Royal Commission Report in its third
15 paragraph under Detailed Conclusions states:

16 "Lastly and perhaps most important of all we
17 believe that the health of local government
18 requires the rehabilitation of Metropolitan
19 boroughs and county districts. We have al-
20 ready shown how their policies have been
21 gradually eroded, not as a matter of policy
22 but incidentally in the pursuit of national
23 policies in relation to planning, education,
24 personal health and other services. We
25 feel sure that their present work and respon-
26 sibilities are not adequate to give full scope
27 to either councillors or officers, and par-
28 ticularly to the councillors whose personal
29 circumstances do not permit them to take
30 part in county council work. Wherever



1 we have been we have found the same story.

2 We have always found a certain number of
3 competent, energetic and public-spirited
4 councillors, able and willing to devote a
5 great part of their energies to serving
6 their neighbours. We have, however, also
7 found that there is great difficulty in
8 attracting new blood."

9 I quote this, and a paragraph in the
10 Summary of Recommendations, in which the Royal Commis-
11 sion states:

12 "The boroughs should be the primary
13 units of local government^{and}/should perform all
14 functions except those which can only be
15 effectively performed over the wider area
16 of Greater London."

17 Now, I read these not simply as an advocate
18 of a system of maintenance of local government rather
19 than a unitary system, but to indicate that persons
20 who have served in a capacity similar to yours,
21 Mr. Commissioner, have concluded that there is value --
22 there is value in the perpetuation of meaningful and
23 viable local government that is comprehensible to
24 the citizens who live^{within}/its geographic boundaries, and
25 I would argue that although the former Prime Minister
26 of Ontario has said publicly many times that he was
27 not a pioneer and he was not a great experimenter;
28 that he simply acted or his government acted in
29 order to attempt a solution to the problems that
30 were evident in the first few years after the war



1 and even before the war; I am arguing in this brief,
2 sir, that the creation of the municipality of Metro-
3 politan Toronto while it may be regarded as a purely
4 political act, did represent a value judgment at the
5 same time, whether consciously or unconsciously.

6 The Government of Ontario in 1953 de-
7 liberately chose to retain a series of governmental
8 units with a diversity of designations. They were
9 called and still are villages, towns, townships, a
10 city, and with a diversity of standards and methods
11 of service provision.

12 These area municipalities were assigned a
13 series of functions designed to ensure that they would
14 have a reason for existing, that they would be con-
15 sidered worthwhile political entities in the minds of
16 the elected and appointed officials, and the people
17 they were intended to serve. In other words, the
18 continued existence of diversity within Metropolitan
19 Toronto was deemed to have value.

20 I say "some" because I know that many
21 functions have been federated, and in 1957 three more
22 important functions were removed from local jurisdiction
23 and placed within metropolitan jurisdiction.

24 However, I have been impressed also by the
25 envy, pleasure and the wistfulness expressed by American
26 scholars and politicians alike when they compare the
27 progress in the Metropolitan government of Toronto
28 from 1953 with the situation now existing in many
29 American metropolises.

30 I draw to your attention simply this one



1 item Luther Gulick's book "The American Problem and
2 American Ideas", based on lectures delivered at the
3 University of Michigan about three years ago. There
4 is a number of flattering references in here to
5 Metropolitan Toronto, and he does point out that it is
6 easier for any of us, for me as a writer of a brief,
7 to argue for the perpetuation of local government and
8 the preservation of its raison d'etre by assigning
9 to it meaningful functions. It is easy to say this,
10 but as he points out here it is difficult to accomplish
11 this in practice.

12 He says on page 158:

13 "It is easy to say that a metropolitan
14 federated government will take over the 'broader
15 area-wide problems' but will keep its hands off
16 'strictly local problems' which will be left
17 with the underlying municipal and other unin-
18 corporated members of the federation. But it
19 is hard to spell this out, and harder yet to
20 make it work smoothly.

21 "However, both London and New York found
22 a method for their time. In defining the
23 broader, area-wide responsibilities, we would
24 today put more emphasis on planning and zoning
25 problems, on transportation and through traffic,
26 and larger parks, museums, and recreation, and
27 on taxation arrangements than did those who
28 framed the London and New York schemes two
29 generations ago.

30 "Precisely this has been done in Toronto,



1 in Miami, and in the Seattle approach. Those
2 operations say that the job-division problem
3 is not too difficult, but that an area must
4 have strong, experienced, technically competent,
5 considerate and solidly-backed leadership, and
6 management at the metropolitan level, to succeed
7 in the new venture. With such leadership and
8 management, the benefits achieved in comparison
9 with the preceding chaos are so clear that
10 public support for the Metropolitan government
11 is sure to mount."

12 It seems to me, sir, in concluding this,
13 the alternative to the philosophy of diversity and
14 utility of local government may well be apathy, mis-
15 trust, and deeper disinterest on the part of the vast
16 majority of citizens.

17 The tendency to leave it to the experts
18 is too easy and too prevalent to countenance. An
19 expert, which is an appellation to which many of us
20 aspire, and which most of us achieve depending on the
21 fundamental ignorance of the audience, is simply one
22 who makes judgments on the basis of more study of a
23 particular problem than those who are prone to accept
24 those judgments as an alternative to personal study
25 and thought.

26 We cannot leave, I insist, the major
27 responsibility of the conduct of local government to
28 the so-called experts and I submit, sir, that this is
29 one of the inevitable accomplishments of the continued
30 expansion of the government of one big city; that the



1 unitary form of government simply means for most of us
2 it will be increasingly difficult to make our point of
3 view known; to have even the slightest interest.

4 As you know, sir, for the past nearly
5 twenty years I have had some part in many citizens'
6 organizations concerned with housing and urban renewal,
7 and many of us in Toronto are interested in the fact
8 now that notwithstanding the early postwar successes
9 of many citizens' organizations in pushing one or more
10 levels of government into activity in these areas of
11 housing and urban renewal, these organizations inevitably
12 passed out of existence as they appeared to feel that
13 they gained their objectives. We are interested in
14 the fact, many of us, within the last month the Mayor
15 of Toronto has expressed the view that if we only
16 had a strong citizens' organization in the field of
17 housing today perhaps we could make substantial pro-
18 gress.

19 I submit that it is extremely difficult
20 for a citizens' organization today to even understand
21 the problems with which it is concerned, and the
22 complications and technicalities which are inevitable
23 in attempting to draft proper approaches to respon-
24 sible authorities, and I fear that the removal of even
25 additional functions -- I do not mean every single
26 function -- but the attrition of local government as
27 opposed to unitary or metropolitan government will
28 simply mean that most of us will have to leave
29 additional aspects of our political, economic and
30 social lives to the so-called experts.



1 My point, Mr. Commissioner, in this brief
2 concerns the opposition to metropolitan government in
3 Toronto, and I suppose I can file the advertisement
4 which I secured from the New Yorker Magazine in
5 November, 1963, which, published by the San Francisco
6 Chronicle is headed "A Great Newspaper is more than
7 a Garbage Can Liner", and beneath the picture of a
8 garbage can on the Pacific shores stuffed with
9 San Francisco Chronicle is the quotation "Three Hostile
10 Newspapers are More to be feared than a Thousand
11 Bayonets", attributed to Napoleon the First. I will
12 file this for the amusement of yourself and the staff.

13 I wonder whether the statement "A Great
14 Newspaper is More than a Garbage Can Liner" is really
15 fundamentally true, but I may be simply thinking of
16 our own housekeeping at home.

17 I have stated, sir, that this advertisement
18 fairly describes the remarkable situation which has
19 existed in Toronto since 1953 and even before. It has
20 been to me a great source of curiosity, and I have
21 been hard put to attempt to analyse the relentless
22 opposition, as I call it here, of the three major news-
23 papers in Toronto to the form of government which was
24 brought into being in the period February to April,
25 1953, by action of the Government of Ontario.

26 I have described this opposition in the
27 brief as relentless in one place, and intransigent in
28 another, and remarkable. I think it is remarkable,
29 because of the general lack of unanimity which one
30 would expect to find in a metropolis among responsible



1 journalists which seek to mould public opinion.

2 I state in the brief that from the time
3 of the publication of the decision of the Ontario
4 Municipal Board in January, 1953, rejecting the
5 application of the City of Toronto and recommending a
6 metropolitan form of government, the major newspapers
7 have been intransigent in their opposition. At times
8 their actions take on the appearance of a vendetta.

9 So many things have been attributed to
10 divided jurisdiction that I could only attempt to pre-
11 pare a partial list. Certainly in the past years
12 I have noted a major fire resulting in loss of life
13 among the residents of old deteriorated houses in the
14 downtown area that has been attributed to the edi-
15 torials of one newspaper to the continued existence
16 of local fire departments.

17 Prior to the creation of the Metropolitan
18 Police Department in 1957, similar arguments were
19 offered to explain the incidence of crime or delinquency,
20 competition among local school boards for qualified
21 teachers and rising salaries consequent upon staff
22 shortages were laid at the door of the continuance of
23 local responsibility for educational services. I
24 say that traffic jams, cultural lag and inadequacies
25 in welfare programme are all attributed by newspapers
26 to be the result of divided jurisdiction. Only the
27 state of the weather, which is a federal responsibility,
28 has been excused from such interpretation. This is
29 my whimsical comment -- at least I hope it is whimsical
30 but pointing to what I think is a very serious situation.



1 I think that the opposition to metropolitan government
2 in Toronto which has been fostered so strongly by the
3 three newspapers has helped to create the rigidity
4 that I have worried about and that I know you and
5 others are worried about in the discussion of political
6 philosophy for the metropolis.

7 It is interesting, sir, that when comments
8 were made concerning this brief by one newspaper
9 columnist some three weeks ago, I had a number of
10 phone calls from elected representatives in this
11 Metropolitan area. I won't exaggerate the number,
12 but I had several. It was interesting to me that two
13 things seemed to be common in the statements they made
14 to me other than or in addition to an appreciation of
15 the fact that some daring soul had presumably pointed
16 to this issue. No matter what the point of view of
17 the person who called me was, and very often our
18 particular points of view were literally miles apart,
19 I was assured that my point of view and that of the
20 person who had phoned me were obviously alike, and
21 I was told by one person that it was good to have
22 someone of the university favour amalgamation. I
23 was told by others exactly the opposite.

24 More seriously, I was told by a number
25 of elected representatives that they have been afraid,
26 they said, to sit on their councils and support a
27 point of view which apparently was not a city point
28 of view or not a suburban point of view because of
29 the fear they would be attacked by newspapers or not
30 supported at the time of the next election. I assure



1 you, sir, I am not inventing this story. How serious
2 it is, I don't know.

3 I point out that the force and continuity
4 of the opposition to Metropolitan government on the
5 part of the newspapers in Toronto for the past fifteen
6 years has apparently convinced a good many citizens
7 that the Municipality of Metropolitan Toronto is indeed
8 weak, and that its administration perpetuates important
9 injustices among the residents of the Metropolitan
10 area.

11 On this issue of continued Metropolitan
12 government versus amalgamation of the 13 area municipi-
13 palities into a large unitary city, I think there has
14 been little or no attempt at presentation of all sides
15 of the argument.

16 I have been struck by, and of course I recog-
17 nize that the writer of a newspaper story has very
18 little control over the headlines or over those parts
19 of the original story which appear and those which
20 do not. I have been personally the victim of some
21 of these unfortunate cuts in stories and headlines
22 attached to them which bore no resemblance to the
23 material beneath the headlines.

24 Nevertheless, it seems to me the opposi-
25 tion of newspapers in Metropolitan Toronto -- that is
26 of the three major dailies specifically -- has
27 crystallized the split between the city and the
28 suburban municipalities. It has apparently frighten-
29 ed some legislators within the city, frightened them
30 to the point where they do not wish to step out of



1 line or deviate, and they have I think good cause to
2 feel this way. Certainly at the time of the first
3 major test between city and suburban points of view
4 on an issue of importance, the question of a common
5 wholesale rate for water throughout Metropolitan
6 Toronto some years ago, these one or two persons
7 within the city of Toronto, representatives on
8 Metropolitan Council, who spoke in favour of an area-
9 wide approach, were the victims of ridicule to say
10 the least; calumny, spurious criticism, epithets
11 used by legislators and repeated in the Press. Editorial
12 criticisms were I think discouraging to any person
13 who would seek public office and who might wish to
14 make a contribution to the political, social and
15 economic welfare of this metropolis. I think that
16 not only has this opposition strengthened or forced
17 into line those persons who certainly are not the
18 same persons with rare exceptions in 1964 representing
19 the City of Toronto who were originally the repre-
20 sentatives in 1954 -- this kept them in line but it
21 has also I think crystallized opposition of suburban
22 representatives to the aspirations of the City of
23 Toronto.

24 I would like to make it clear, sir, I
25 happen to be one of those rare persons who is a native
26 of the City of Toronto, and a taxpayer in the City of
27 Toronto. Both of these painful positions in 1964.
28 Certainly the latter. I am not arguing then as a
29 disappointed suburbanite or one who believes that
30 amalgamation is going to cost him the joy that I



1 experience in living in some small municipality. I
2 live within the City of Toronto, and I pay taxes in
3 the City of Toronto, and these taxes on a house which
4 I no longer own but which I know about, since 1950 have
5 gone up almost three times.

6 I am very concerned, and I now move to a
7 part of the main point in my brief, Mr. Commissioner,
8 concerning the provision of social services in
9 Metropolitan Toronto although this point is not
10 specifically with reference to social services; it
11 might even be regarded as a fourth point which is
12 proposed not so clearly in the brief. I am very
13 much concerned with the disabilities of a central
14 city, namely the City of Toronto within the Metro-
15 politan area.

16 Throughout North America there is a great
17 deal of political and professional and academic
18 interest in the future of the central city in the
19 metropolis, and I think we have seen all sorts of
20 consequences and experiences ranging from almost
21 abandonment of the central city, which allegedly is
22 the view of many persons who have examined the Los
23 Angeles metropolitan area at one extreme, through
24 a very serious concern with minor and major experiments
25 in many other metropolitan areas, to our situation
26 which I think is almost at another extreme because we
27 have incorporated within a metropolitan framework a
28 central city which is far from dying, but which is
29 going to need in my view a great deal of attention
30 and a great deal of intelligent guidance and planning



1 if it is to survive in the next fifteen or twenty
2 years.

3 It is no longer the residence of even more
4 than 40 per cent of the population of Metropolitan
5 Toronto, and it will soon have no more than 40 per
6 cent of the total assessed valuation of this Metro-
7 politan area. It is in a sense then weaker than
8 it was in 1954 as a political force, as an economic
9 force, or tends to be weaker. I think that many
10 politicians in suburban areas have sensed this, and
11 their intransigence to the aspirations of the central
12 city I think has become more evident and to some
13 extent more rigid.

14 The central city in the Metropolitan area
15 in my view is in a sense disadvantaged even if there
16 had been no metropolitan form of government created
17 here in 1953-54. Even before that it was clear that
18 many capital expenditures within the central city
19 were the consequence of a ^{metropolitan} / area as a whole, the
20 consequence of the interdependence of then a million
21 people living roughly 78 per cent within the city and
22 35 per cent outside. Many of these differences would
23 have been created even if -- and were already evident --
24 even if Metropolitan Toronto had not come into being.

25 The problem of slum clearance, the problem
26 of treating blighted areas, the problem we now call
27 in ^a more sophisticated manner urban renewal would
28 have been a problem for the City of Toronto. I
29 think it could be argued that to some extent the city
30 has been restricted in its attempt to meet some of



1 these problems by its membership within Metropolitan
2 Toronto. It could be argued this way. I think
3 specifically of the control over capital expenditures.

4 On the other hand, my third point in this
5 brief, Mr. Commissioner, is that in the provision of
6 social services, and I refer specifically to housing
7 planning and social welfare the responsibility for what
8 has occurred during the past decade is in my view
9 impossible to lay at the door of Metropolitan Toronto,
10 or for that matter at the door of the City of Toronto.

11 Professor Smallwood has contrasted the
12 success of the Metropolitan Council in discharging
13 its physical obligations during its first decade
14 with its relative failure to mount adequate programmes
15 to meet its social responsibilities. He ascribes this
16 failure to indecisiveness and the lack of assertiveness.
17 The situation, unfortunately, is far more complex than
18 these attributes would seem just, and I am contending
19 in the balance of this brief that the relative matter
20 of progress in public housing and in regional planning
21 in Metropolitan Toronto is not a problem that is con-
22 fined to this area. In a sense we are sharing in
23 what could be described as a national disgrace, and
24 it is no less a disgrace in the United States than
25 it is in Canada. I refer to our lack of progress in
26 the field of public housing.

27 Knowing what you do already, Mr. Commissioner,
28 of the experience of the past 25 years in intergovern-
29 mental relationships in this country, I am sure you
30 will agree that the physical creation on the ground of
housing accommodation for



1 those persons whose capacity to pay for such accom-
2 modation was severely limited by their income has
3 been an extremely difficult task for local government.
4 For that matter, for provincial government.

5 I am not in the least whitewashing
6 Metropolitan Toronto or any of its constituent
7 municipalities. I do not think there has been here
8 such a tremendous degree of initiative that we need
9 to be overly impressed by it or overwhelmed by its
10 magnificence in the frustration that we have seen
11 in its incapacity or incapacity of our governments to
12 implement the desires of the people.

13 I do not think our record has been out-
14 standing nor do I think it is as good as many people
15 have alleged. It is not your purpose, sir, or mine,
16 to go into the whole field of public housing for
17 families, although it is relevant to your interest,
18 but it is a subject that would take many, many hours.
19 I do point out here that the gains which Metropolitan
20 Toronto has made in the field of housing for elderly
21 people have been based upon a set of circumstances
22 which has not been present as far as the field of
23 public housing for families is concerned. That is,
24 as I have said, simply been child's play by comparison
25 with public housing for families, and I wonder as you
26 may, sir, whether the use of the techniques employed
27 by those limited dividend housing corporations which
28 operate under Section 16 of the National Housing Act
29 may be broadened.

30 This may be the intention of the new Ontario



1 Housing Commission and it may be that this is a very
2 intelligent and clever move, I don't know. I know that
3 the disabilities or the disadvantages which Metropolitan
4 Toronto municipalities have faced in participating in
5 the federal-provincial public housing under Section 36
6 of the National Housing Act are severe -- that it is
7 difficult to point to any place in Canada in which
8 there has been significant progress although I think
9 some municipalities -- Halifax is an example -- have
10 done a great deal for their size and for the extent
11 of their need.

12 This is all that I wish to say on this
13 point, Mr. Commissioner, except to conclude by reminding
14 you that this has been a personal brief submitted by an
15 individual who speaks only for himself.

16 -

17 -

18 -

19 -



1 I seek to emphasize the importance of a
2 philosophical rationale for metropolitan government
3 in the urban industrial society, namely the significance
4 of diversity in social and political institutions and
5 the need for a viable and understandable unit of local
6 government for the reasonably intelligent and reasonably
7 well-informed citizen. As well, in the discussion of
8 physical and social services in this brief I have stressed
9 the interrelationships between housing, planning and the
10 social services.

11 These, I agree, are generally considered
12 to be among the most important failures of government
13 in Metropolitan Toronto since 1953. How much
14 responsibility for this debacle should be laid at the
15 door of the Metropolitan Council is, I think, a moot
16 question. I do feel, however, that there is a danger
17 in pointing to the physical accomplishments of the
18 first decade, which were only absolutely essential,
19 and arguing that these were undertaken at the expense
20 of social need. I do not think they were.

21 I do feel that the legislators are
22 understandably less aware -- perhaps less concerned,
23 but I would think less able to understand the difficulties
24 involved in providing for solutions to the housing
25 problem, in meeting the needs of regional planning and,
26 let us say, in insuring what was called in an earlier
27 brief equitable opportunity in the field of the social
28 services.

29 Thank you very much, sir.

30 THE COMMISSIONER: Dr. Rose, thank you for



1 a very good brief. I have a few questions I would like
2 to put to you.

3 Would you suggest that any of the powers
4 presently vested in the Metropolitan Corporation revert
5 to the individual municipalities?

6 DR. ROSE: I must admit, Mr. Commissioner,
7 that this is not a question to which I have devoted much
8 thought. My answer, I think, would be No.

9 THE COMMISSIONER: In a publication which
10 was attached to your brief and which I read with great
11 interest published in the Public Affairs Report of the
12 Institute of Governmental States of the University of
13 California, you suggest the transfer of further powers
14 to the metropolitan government -- welfare, public
15 housing. You point out that fire protection has been
16 considered as a possible area-wide matter and that the
17 consolidation of public education may also have to be
18 considered if certain forecasts are fulfilled.

19 What would be left to the area municipi-
20 palities after that? Would they continue to be what you
21 called "meaningful and viable local government"?

22 DR. ROSE: No, sir, they would not. I
23 think this is the great dilemma of metropolitan govern-
24 ment throughout North America and perhaps throughout
25 the world.

26 THE COMMISSIONER: That is my dilemma too.

27 DR. ROSE: Yes, sir. I recall, as you
28 asked the question, the deliberations of the Committee
29 on Metropolitan Problems of the Civic Advisory Council
30 during the period here, 1948 to 1951. This work was



1 financed by the City with the approval of the suburban
2 municipalities and I think that many of us came to the
3 conclusion that it would not be difficult to argue that
4 almost every function of local government had an area-wide
5 aspect, sometimes almost entirely an area-wide aspect.
6 As one could continue to argue that, one might just as
7 well transfer the whole responsibility to some new
8 level of government.

9 While we saw this very clearly, I think
10 we recognized that the application of this kind of logic
11 would simply mean the creation of one large unit of
12 local government and that what it meant was that there
13 would be no sensible series of functions left to local
14 government -- no reason for that matter for anyone to
15 stand for election or participate in local government.

16 We as a voluntary group reporting to
17 the municipalities -- and ultimately our reports went
18 to the Ontario Municipal Board -- recognized that we
19 had to make an effort to assign certain functions to
20 the local units if they were to remain. I think in a
21 sense this is what the Government of Ontario did in 1953.

22 Certainly many of us were very curious
23 about the fact that the police function had been left
24 with the local governments in 1953, 1954, when for
25 certainly six or seven years before that we had heard
26 a great deal about the inability of 13 police forces
27 in Metropolitan Toronto to handle the problems of crime,
28 the apprehension of fugitives across municipal boundaries,
29 to control gambling and so on. We could only conclude
30 as an interested Committee at that time and as interested



1 citizens that the Government of Ontario and its advisors
2 on the staff of the Ontario Municipal Board had
3 deliberately left certain functions at least for the
4 time being with the local units of government which
5 were to remain with the area municipalities for the
6 purpose which I have called in the brief of creating
7 a *raison d'être*, a reason for existence.

8 How far you carry this I think is, as
9 you have just pointed out, an excellent and extremely
10 difficult question beginning with the neat and tidy
11 solutions which many people favour -- namely that if
12 it worked in the case of the police function why would
13 it not work in the case of the fire protection function?
14 Why should one not simply amalgamate all the boards
15 of education and amalgamate all the welfare departments?

16 I think many of us -- and I confess this
17 certainly on my part -- have not the capacity to conceive
18 of many compromises and solutions which eventually
19 can be worked out. At the time I wrote the paper
20 you referred to, Mr. Commissioner, it had not occurred
21 to me, I confess, that it would be possible for the
22 Government of Ontario to assign the 20% share in the
23 field of public assistance to the Metropolitan Council
24 as a way of relieving the disability of the City of
25 Toronto which was not receiving its full share on the
26 basis of population -- but more so on the basis of need --
27 of the unconditional grants that were allegedly for
28 this purpose and yet had this tremendous group of needy
29 persons within the confines of the central city, as we
30 would expect.



1 At the time I wrote that it seemed to
2 me the only answer to the problem was a serious
3 consideration of the amalgamation of the public welfare
4 departments. And yet the City has been relieved of a
5 serious portion of disability, although of course it
6 pays its share. It certainly has been relieved of one
7 of the important irritations as well by making the
8 Metropolitan Council responsible for the twenty percent
9 local share in public assistance payments.

10 I do not think I was seriously advocating
11 there that these four functions you mention, sir, ought
12 to be amalgamated or unified. I was saying, however,
13 that these had been studied. I had in my possession
14 at the time two briefs from the Metropolitan Board of
15 Education, one on the question of a uniform tax rate,
16 and so on. You have these briefs, I am certain. I
17 was simply indicating these functions had been studied
18 and at the same time it might have to be decided, as
19 it was in the case of the police function in 1957, that
20 these become metropolitan in scope.

21 Nevertheless after listening to the last
22 brief this morning I would tend to feel that the
23 solution in the case of public welfare in Metropolitan
24 Toronto for the future -- and I speak of public welfare,
25 not the private voluntary agencies and their services
26 at the moment -- may very well be the solution which is
27 evident in the case of the educational system dating
28 from 1954, namely that the Metropolitan Council will
29 guarantee a reasonably adequate standard all across the
30 board and that the local municipalities be encouraged to



1 deter from that standard to the extent which they wish
2 to do so.

3 To me this is a way of making local
4 government more meaningful and more viable. What has
5 been said about public assistance is extremely
6 interesting, I think, because the provincial General
7 Welfare Assistance to Persons Act and the regulations
8 do lay down a certain minimum standard and what has
9 worried a good many of us in Metropolitan Toronto for
10 some years now is the way in which this standard is
11 administered from municipality to municipality.

12 I think it would be possible to get at
13 this by some attention to standards of administration
14 on the part of the Province rather than to simply
15 lay down a so-called pre-added budget in a series of
16 regulations and insist that a family ought to have at
17 least this. What we have found is in the adminis-
18 tration of some of these regulations many families do
19 not in fact obtain from some municipalities the
20 minimum to which they are entitled.

21 I am not arguing therefore, sir, that
22 these functions should be progressively incorporated
23 within the metropolitan form of government. I think
24 perhaps the time has come to call a halt and to look
25 at the situation.

26 While I had to answer No to your previous
27 question, because I had not thought about it in part,
28 concerning the transfer of functions, in the reverse
29 direction I think that a borough system--if that is your
30 recommendation -- may very well require some thought in



1 this direction. I see no point in creating and
2 perpetuating local governments if they do not have a
3 series of functions that give them some sensible
4 reason for existing.

5 THE COMMISSIONER: But you are not in a
6 position really to define the difference between the
7 area-wide aspects and the local aspects of municipal
8 functions?

9 DR. ROSE: No, sir. I think that would
10 have to be at best some form of intelligent compromise.
11 As I have argued, I think it is possible to build a
12 case for each function and say that it is likely to
13 be more efficiently administered, better coordinated,
14 if it all fell under one department. I think you can
15 argue this way. It would take at least 25 years and
16 a good deal of experience and then some systematic
17 research to be able to argue that in fact this was
18 or was not so.

19 I think you recognize some of the more
20 difficult research programmes are those which attempt
21 to judge whether a programme which has been in existence
22 for a number of years, perhaps a decade or more, has
23 in fact provided a better system of public administration
24 than some programme which was discontinued and which
25 existed at an earlier period of time and whose
26 continued existence could only be assumed in the research
27 programme, one never knowing how much change there
28 would have been made in that system if it had existed.

29 I refer to the kinds of studies I have
30 undertaken concerning the personal, physical and



1 emotional welfare of persons before and after occupancy
2 in public housing. At best this is the kind of research
3 that one would have to do in studying the admitted
4 benefits of some change in metropolitan government.
5 That is, it can be argued -- and I think I pointed out
6 in the small paper you have there published a year ago
7 that a case is now being made for the amalgamation of
8 the fire departments on the grounds that the police
9 department is being efficiently administered and
10 presumably its cost has increased by a lesser proportion
11 than the cost of providing certain other services over
12 a specific period of years, namely 1957 to 1962.

13 I submit this is extremely questionable
14 logic and that one cannot know what in fact would have
15 happened to 13 police departments six years after they
16 were incorporated in one police department and whether
17 in fact the money has been necessarily most wisely
18 and intelligently and efficiently spent as against some
19 other service which has remained in a divided form of
20 jurisdiction. Yet this is the kind of logic that we
21 are asked to accept continuously.

22 THE COMMISSIONER: Coming back to your
23 philosophy of metropolitan government, I think I am
24 correct in saying that it is based largely on the
25 desirability of maintaining diversity?

26 DR. ROSE: Yes.

27 THE COMMISSIONER: Is that more than a
28 theoretical concept in your mind? Do you really favour
29 diversity in minimum welfare provision for the people
30 of this area?



1 DR. ROSE: I think it is more than a
2 theoretical concept in my mind; but it is a very
3 difficult question, I am sure you recognize.

4 THE COMMISSIONER: I know.

5 DR. ROSE: Or you would not have posed it.

6 THE COMMISSIONER: I have been bothered
7 by the same considerations as you have.

8 DR. ROSE: Yes. I have been struck by
9 the fact that one argument that has been made by some
10 newspaper columnists over the years has run along
11 these lines -- that no Torontonians who travels to any
12 other jurisdiction ever says he is a resident of
13 Leaside or Swansea or New Toronto. He always says
14 he is from Toronto. Therefore why have Swansea,
15 Leaside and New Toronto? We might as well have one
16 Toronto and that would be that.

17 This argument has never impressed me,
18 particularly since it is perfectly obvious that the
19 Torontonian who is talking to the New Yorker in Times
20 Square assumes immediately that if he says he is from
21 Toronto this will possibly identify him as living
22 somewhere between Montreal and Vancouver, but if he says
23 that he comes from Leaside it would have not the
24 slightest glimmer of understanding in the mind of his
25 friend.

26 Now this argument has gone on too in the
27 minds of some writers and persons interested in the
28 problem, to the further dimension that there is really
29 no interest in the locality; the people are not proud
30 of it; they have nothing to point to; they really do



1 not participate. I also think this is false. The
2 people I know who live in some of these municipalities
3 do apparently find some pride in this neighbourhood,
4 do apparently take part in the facilities which exist,
5 and particularly in the educational system and in the
6 recreational system, very often serving as volunteers.
7 They do seem to know something about their municipality.

8 I am not alleging that they are more
9 proud than, let us say, the residents of the Beaches
10 District of East Toronto, but I do say it is false
11 to argue that those who live in various neighbourhoods
12 within the City or in various local areas outside
13 the City -- local municipalities -- have no pride in
14 this diversity. I think they do and I think this
15 ought to be encouraged.

16 When, however, you follow the argument
17 to the point you made, or the question you raised
18 about whether one would favour diversity in such a
19 matter as minimum welfare standards, I would say No,
20 because I stated before that I would want a minimum
21 standard of welfare provision laid down and laid down
22 more clearly than the one which apparently is a part
23 of the General Welfare Assistance to Persons Act. In
24 order to achieve this objective -- namely that of a
25 decent minimum adequate standard of welfare no matter
26 where one lived in the metropolitan area, while
27 perpetuating the local governments -- it may be the
28 provincial department would have to see that its
29 regulations were in fact carried out and administered.
30 I am sure that it does, although it is not unknown in



1 the past 16 years for the Department of Public Welfare
2 to send its inspectors into a municipality to look
3 into some of these situations.

4 THE COMMISSIONER: Would it not be
5 easier to make certain that those standards are
6 enforced if there was one welfare department for the
7 area?

8 DR. ROSE: It might be, but I am saying,
9 Mr. Commissioner, that I am no longer solely concerned
10 with questions of efficiency and uniform administration.

11 THE COMMISSIONER: I deliberately
12 picked on welfare because there is the human factor
13 there.

14 DR. ROSE: Yes.

15 THE COMMISSIONER: I was not thinking
16 in terms of efficiency.

17 DR. ROSE: I have been at meetings in
18 which the welfare administrator for the Town of
19 Etobicoke, as an example, has pointed to the great
20 many relationships which have been built up between
21 his department and local citizen bodies, service clubs,
22 local groups of one sort or another, and in that way
23 with the basic standards of assistance created and
24 available under the provincial legislation this
25 municipality has gone further in the direction of
26 incorporating voluntary effort into the public welfare
27 administration than some others. In others a great
28 deal seems to depend on the personality of the
29 administrator.

30 I do not think that the large townships



1 in Metropolitan Toronto have (what shall I say?) been
2 able to incorporate the quality of impersonal
3 administration that one would expect to find in the
4 City of Toronto as they have been expanding so rapidly
5 since 1946. To put it another way, I find similarities
6 between the kind of welfare administration one would
7 find as I have found it in Brantford, in Peterborough,
8 in towns that were, let us say, 35 or 40,000 persons
9 before 1950. The very personal administration with
10 all of the evils of value judgments concerning human
11 needs -- one has found serious vestiges of this. And
12 they are not, I might say, vestiges of 1964. They were
13 more than vestiges a decade ago in the large townships
14 and in some of the smaller municipalities in Metropolitan
15 Toronto.

16 By that I imply that the kind of
17 administration of welfare that one expects to find
18 in the central city, which is based upon staffing
19 not necessarily with as many professional persons
20 as I might like to see, but let us say with due
21 attention to adequate quality and quantity of staff,
22 and with hopefully an approach to human need based upon
23 the eligibility of the applicant and not upon a
24 personal value judgment of his moral worth; that is
25 what I would want to see.

26 I think this has been lacking as
27 municipalities have gone from, let us say, 23,000 people
28 to 330,000 people, or from 18,000 people to 175,000
29 people. These are not the exact figures, you recognize,
30 but this tremendous expansion has taken place without



1 the municipality facing up to the social needs inherent
2 in its changing population.

3 As a specific example the housing
4 authority had a great deal of difficulty convincing
5 those responsible in the Township of North York that
6 the municipality ought to pay the minimum rent for
7 the large public housing project on Lawrence Avenue
8 known as Lawrence Heights, which was a federal/provincial
9 project under the authority of the Metropolitan
10 Toronto Housing Authority.

11 Here it seemed to me was an open and
12 shut case. Persons whose only recourse was to
13 inadequate shelter somewhere in the metropolitan area
14 had rents beyond their capacity to afford and
15 obviously the expenditure of dollars wastefully for
16 the purpose of inadequacy were being assumed -- inadequacy
17 at a minimum rent. It was then \$48.00, as I recall it.
18 The municipality balked at this. It balked
19 presumably because it had not yet understood the
20 difference between a township of 25,000 people or a
21 township of 50,000 people of semi-urban, semi-rural
22 character and the township it had become by the late
23 1950's and the huge metropolis it might become.

24 Now there has been considerable improve-
25 ment. I do not want to leave the picture with that
26 example. There has been the addition of professional
27 staff and even a few months ago the provision by the
28 municipality of an important amount of money in
29 consideration of the cost -- something like \$8,000.00
30 or \$10,000.00 -- for the acquisition of a professional



1 social worker to serve the people living in this
2 public housing project who number 1,081 families and
3 perhaps 7,000 people or more. There has been a lot
4 of change and I think it is part of the process of
5 growing up and becoming a part of the modern
6 metropolis.

7 Now I may have wandered from your
8 question with respect to the theoretical or realistic
9 concept of diversity. I certainly do not want to
10 see persons deliberately suffer because they happen
11 to live on one side of a street rather than another. On
12 the other hand I do feel that it is possible to
13 lay down a minimum adequate standard of services
14 across the board and to allow, as in the case of
15 education, some municipalities to go beyond this if
16 they wish.

17 I do not think that it is the function
18 of metropolitan government to redistribute income to
19 the extent to which it is possible for the residents
20 of (what shall I say?) the Riverdale district, to
21 say that by the process of progressive taxation he is
22 really no worse off or no better off than the resident
23 of Forest Hill. I think this is an impossible ideal,
24 and impossible goal.

25 To some extent arguments in favour of
26 uniformity rather than diversity I think are based upon
27 some false notion that somehow or other we are all
28 going to become more equal in our wealth and in our
29 capacity to pay taxes. Speaking personally, I do not
30 expect this to happen.



1 THE COMMISSIONER: Well, thank you
2 very much, Dr. Rose, for an excellent presentation.

3 DR. ROSE: Thank you very much, sir,
4 for permitting me to come.

5 THE COMMISSIONER: I am now adjourning
6 to Tuesday, June 2nd. That is a week from next Tuesday.

7 The brief of the Metropolitan Toronto
8 Housing Authority will not be submitted. It is being
9 reconsidered in the light of changes of legislation
10 enacted very recently and prospective changes in
11 federal legislation under the National Housing Act.

12
13 ---WHEREUPON THE HEARING WAS ADJOURNED UNTIL TUESDAY,
14 THE 2nd DAY OF JUNE, 1964 AT 10:00 A.M.
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ROYAL COMMISSION

ON

METROPOLITAN TORONTO

HEARINGS

HELD AT

PARLIAMENT BUILDGS.
TORONTO

VOLUME No.:

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14 JUNE 2, 1964.

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ROYAL COMMISSION ON METROPOLITAN TORONTO

Hearings of the Royal Commission on Metropolitan Toronto, held at the Parliament Buildings, Toronto, Ontario, on Tuesday, June 2nd, 1964, commencing at 10:00 A.M., et seq.

PRESENT:

H. CARL GOLDENBERG, O.B.E., Q.C. - Commissioner
F.H. FINNIS - Secretary
L. FELDMAN - Research Officer
T. PLUNKETT - Municipal Consultant



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1 THE COMMISSIONER: Professor Harold Kaplan.

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SUBMISSION OF

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HAROLD KAPLAN, YORK UNIVERSITY

6

7 PROFESSOR KAPLAN: Yes, Sir. Good morning,
8 Mr. Commissioner. My name is Harold Kaplan, and I am
9 Assistant Professor of Political Science at York
10 University, and I would like to say a few words about
11 the brief I submitted to you on the question of repre-
12 sentation and redistribution of seats on Metro Council.

13 I am tempted to begin by saying I will be
14 brief, but I suspect you have heard that statement be-
15 fore and have become duly suspicious of it. As a member
16 of the teaching profession I have the habit of speaking
17 until I hear a bell ring, but I will try to overcome
18 that this morning, and conclude very quickly.

19 My brief contains a specific proposal which I
20 hope this Commission will consider concerning the way in
21 which I hope the seats on the Metro Council should be
22 apportioned and then we distributed. Rather than describe
23 the specific proposal in detail this morning, I would
24 like to say a few words about some of the general
25 questions involved in this issue of representation in the
26 Metro area, and then just a brief word about the specific
27 proposal I have made at the end.

28 First, I would like to say that I assume in
29 my comments this morning and in my brief that the
30 Metropolitan system of government should be continued



1 substantially in its present form; that while a re-
2 alignment of some municipal boundaries might be desirable,
3 that the Metro Council should be retained as the govern-
4 ing body of this area. Therefore, I address my remarks
5 to the question of how seats on this Metro Council
6 should be apportioned and redistributed in future.

7 THE COMMISSIONER: Do you make that assumption
8 because you think the Metropolitan form of government has
9 worked well, and should be continued, or do you just as-
10 sume that for the sake of presenting your argument?

11 PROFESSOR KAPLAN: No, the former, that the
12 Metropolitan form of government has worked quite well;
13 that there is no pressing need for change; and while I
14 have not gone into the question in any detail in my
15 brief, I do make the assumption that the Metropolitan
16 system of government is worth retaining.

17 THE COMMISSIONER: You think it should be
18 retained?

19 PROFESSOR KAPLAN: Yes. I would go even
20 further and say outside the question of re-alignment of
21 municipal boundaries, I cannot really think of any major
22 crisis or any major structural reform that has to be
23 carried out.

24 I am a firm believer in the principle if some-
25 thing works reasonably well in the field of government
26 it should not be tinkered with to any great extent. I
27 think the Metropolitan form of government has worked
28 quite well. Outside of the matter of some of the muni-
29 cipal boundaries I do not feel any wide wholesale reform
30 is called for.



1 The question that I would like to speak to is
2 the matter of how seats on this Council shall be ap-
3 portioned. I have emphasized only this in my brief, not
4 because I think the other issues are unimportant, but I
5 fear in the great debate over amalgamation versus the
6 borough system versus the status quo the whole question
7 of representation may be or at least has been shunted
8 aside by most of the briefs; and I feel by emphasizing
9 it I can perhaps give it the attention it deserves.

10 I begin then with one point, that I believe
11 the representation of municipalities on the Metro Council
12 should be changed so that the seats on the Council are
13 more in line with the distribution of population in the
14 Metropolitan area. I am sure I do not have to describe
15 in any great detail the inequities of the current
16 system. I believe that by the next census it is quite
17 likely that the City of Toronto will have a third of
18 the area's population; probably not more and possibly
19 less.

20 The present system, if unchanged, would permit
21 an area with one-third of the population to have 50 per-
22 cent of the seats, and at the same time the suburban
23 areas with two-thirds or more of the population to have
24 only 50 percent of the seats. This is an inequity which
25 will grow with time since population movement is more
26 and more to the suburban areas.

27 I would hope then that this Commission considers
28 a system of representation on the Metro Council more in
29 line with population. This, to put it very bluntly,
30 would mean breaking the tradition of 50 percent



1 representation for the city and 50 percent for the
2 suburbs.

3 I assume it would mean inevitably some decline
4 in the power and representation of the City of Toronto.
5 I realize that this would be a difficult step to take;
6 that the Metro system of government is made somewhat
7 more palatable to the city by the guarantee of 50 per-
8 cent representation, and breaching that guarantee at
9 this time would be a highly unpopular step in the city.
10 However, I think it is inevitable if representation be
11 brought in line with population that the power of the city
12 declines somewhat in the Metropolitan area.

13 The alternative it seems to me is to reserve
14 an artificial 50-50 break-down when in effect it no
15 longer corresponds to the distribution of population.
16 That I hope would be one aspect of a representation
17 scheme that this Commission proposes.

18 THE COMMISSIONER: You do not think then the
19 fact that the credit of the Metropolitan Municipality
20 is based in large part on the credit of the City of
21 Toronto that that should be a consideration in maintain-
22 ing over-representation in your terms of the City of
23 Toronto?

24 PROFESSOR KAPLAN: Well, I was going to add
25 as a second point that I think there are a number of
26 reasons why some special weights should be given to the
27 City of Toronto on any system of representation, one of
28 which you have mentioned, and there are a number of
29 others.

30 THE COMMISSIONER: I would like you to mention



1 them for the record.

2 PROFESSOR KAPLAN: The one you have mentioned
3 concerning credit ratings. I think it is also accurate
4 to say the City of Toronto has problems that are distinct-
5 ive, that set it apart from all the municipalities in the
6 area; that is has special needs in the fields of public
7 welfare and re-development; that it has special problems
8 in the fields of assessment and taxes concerning the
9 so-called flight to the suburbs, and the deterioration
10 of the older parts of the City. I would say these alone
11 warrant some special consideration being given to the
12 City of Toronto, and I would hope that any system of
13 representation in that it is brought more in line with
14 population would at the same time give some special
15 weight to the City of Toronto.

16 I do not feel, however, that the special needs
17 and problems and importance of the City in the
18 Metropolitan area warrant a continuation of the current
19 50-50 break-down of seats. Under the system I have pro-
20 posed, the City probably would have somewhere between
21 40 and 50 percent of the seats on the Council. I think
22 this is more than it would warrant in population terms
23 alone.

24 I would urge then a system based on the distri-
25 bution of population, but giving some special attention
26 to the City of Toronto. I can come back to the specific
27 proposal I have made at the end.

28 There are two more points I would like to make
29 about the general question of a scheme of representation.
30 One of these is a point which I think has been lacking



1 in all of the proposals for representation made in the
2 other briefs. I believe all of the briefs that have
3 dealt with the question of representation have urged
4 this Commission to fix the number of seats -- assign a
5 certain number of seats to each municipality as they were
6 assigned indeed in 1953, and leave the representation
7 frozen at that level. I would urge instead that this
8 Commission give to the municipality of Metropolitan
9 Toronto the power to redistribute its own seats follow-
10 ing the publication of the federal census material; and
11 furthermore that this Commission set down an explicit
12 formula for redistribution so that in effect while
13 Metropolitan Toronto can redistribute seats by itself,
14 it must follow a clearly defined formula set out by this
15 Commission, and redistribution then becomes merely a
16 routine matter of mathematics.

17 More specifically, I think an executive
18 official -- perhaps a metro clerk; perhaps a special
19 electoral officer -- should be assigned to the duty of
20 redistributing seats immediately following the announce-
21 ment of the federal census data and preceding the forth-
22 coming local elections; that this decision be a solely
23 executive one; that in effect it be announced and come
24 into effect immediately. I would like to avoid the Metro
25 Councils getting involved in prolonged and probably
26 bitter debates every ten years over the question of re-
27 distribution, and I feel if this Commission provides a
28 well-defined formula there is no need for prolonged de-
29 bate in the Metro Council. This system can be applied
30 by an executive officer.



1 The alternative of merely assigning repre-
2 sentation at this point, and leaving it, I think would
3 create a number of problems for this area. I need hardly
4 say that the area is growing very rapidly, and that the
5 internal distribution of population is changing very
6 rapidly. It seems to me then that given these factors,
7 any system of representation which is frozen by this
8 Commission would create certain inequities within three
9 or four, or five years, and perhaps might be grossly in-
10 equitable by ten years' time.

11 I suspect that freezing the number of seats
12 assigned to various municipalities would create the need
13 for another Royal Commission at least in five to seven
14 years' time; while permitting the area to redistribute
15 seats itself at least would settle I think the repre-
16 sentation problem for some time.

17 The last general point I would like to make
18 concerns the size of the Metro Council. A number of
19 briefs that have dealt with representation have proposed
20 an enlargement in the size of the Council. I think one
21 brief proposed a Council of over forty members. I would
22 like to make a plea for retaining the present size of
23 the Council, perhaps permitting some marginal increase;
24 but I would like to make a case against doubling the size
25 of the Council or increasing it substantially to forty
26 or more. I do not believe there is any good argument
27 that can be made for substantially increasing the size
28 of the Council.

29 I think it has worked well at its present
30 number, and therefore warrants continuation. I believe



1 a Council of forty members or more would find it much
2 more difficult to transact business; that in effect it
3 is really up to the people who proposed an enlargement
4 to justify it. I do not really think any sound reason
5 for enlargement has been suggested.

6 I would urge then that this Commission in con-
7 sidering the system of representation begin at least with
8 the assumption that the Council should stay somewhat
9 like the present one in size. The specific proposal
10 for representation that I have made permits a small in-
11 crease in the size of the Council with growing population
12 in the area, but I do not believe there should be any
13 sharp break with the present pattern.

14 My concluding point relates to the specific
15 proposal for representation that I have made. It in-
16 volves two parts. In order to re-apportion or redistri-
17 bute seats in accordance with population, I have suggested
18 that this Commission propose the use of the so-called
19 largest remainder method. It is I think the most familiar
20 one in North America. It is the basic method used to
21 redistribute seats in the Canadian House of Commons; it
22 is also the method used to redistribute seats in the
23 United States House of Representatives, and for that
24 reason I think it would be a familiar one to people in
25 the area and therefore one that could easily be applied
26 by local officials.

27 The largest remainder method is mainly de-
28 signed to bring representation more in line with popu-
29 lation. At the same time I have proposed a specific
30 check on this, and a guarantee of City representation.



1 I have suggested that the City of Toronto have a floor
2 put under its representation; that the City's represent-
3 ation on the Metro Council not be permitted to fall below
4 12, the present number, but that the over-all size of the
5 Council be permitted gradually to expand.

6 The net result of this system, the largest
7 remainder with some checks to protect the City of Toronto,
8 would be a Council that slowly expands in size. In ef-
9 fect, the representation of the City would probably be
10 frozen at 12, suburban seats would gradually increase
11 as the suburban population increased. Applied to what
12 probably will be the distribution of population in 1971,
13 I think that my system would produce a Metro Council of
14 somewhere between 26 and 28 members of which 12 would be
15 from the City of Toronto.

16 This is all I have to say of a general nature
17 this morning. I would be pleased to answer any questions.

18 THE COMMISSIONER: You do not suggest any change
19 in the method of selection of the council, do you?

20 PROFESSOR KAPLAN: There I would say I did not
21 deal with that question because I do not really feel I
22 have done enough work to pass judgment. I wouldn't say
23 I passed it by because I am completely satisfied with
24 the matter. There is, of course, the crucial question
25 as to whether representatives of Metro Council should be
26 ex officio as they are now, or directly elected, and all
27 I can say is I wish I had more adequate information on
28 the system in Winnipeg so that I could make some state-
29 ments as to the relative merits of both. I have left
30 this question open because I do not feel competent to



1 say anything about it.

2 THE COMMISSIONER: Are you aware of one or two
3 briefs that suggested to me that population alone should
4 not be the determining factor in representation, but that
5 it should be combined with assessment?

6 PROFESSOR KAPLAN: Yes. I believe there was
7 a brief by York Township which proposed something of this
8 sort, and I will admit I have not read their brief in
9 detail but merely some summary of it. The only response
10 I would have to that proposal is that I believe there is
11 a trend in this Metropolitan area and in many others
12 throughout Canada to get away from the practice of basing
13 the electoral law on ownership of property. There is I
14 think a trend away from basing the vote on ownership of
15 property, and therefore I would not urge that represent-
16 ation take property assessment into account; that this
17 would be really moving in the opposite direction.

18 It seems to me the trends in the election laws
19 are to make the vote based solely on the person and his
20 presence in the area.

21 THE COMMISSIONER: You would think it a retro-
22 grade step?

23 PROFESSOR KAPLAN: There are times when a retro-
24 grade step could be a good one. There is nothing neces-
25 sarily better about a trend. I can't think of any strong
26 reason, though, why assessment should be added to
27 population.

28 THE COMMISSIONER: On page 9 of your brief you
29 give an example of how the largest remainder system would
30 operate under a so-called 5-borough system.



1 PROFESSOR KAPLAN: Yes.

2 THE COMMISSIONER: Have you got it in front of
3 you?

4 PROFESSOR KAPLAN: I am sorry, I have not.
5 Thank you.

6 THE COMMISSIONER: Your last group is York,
7 Weston, Swansea and Forest Hill.

8 PROFESSOR KAPLAN: Yes.

9 THE COMMISSIONER: And the remainder is
10 44,500. Under your system that does not warrant an
11 extra seat, but the 38,400 for Scarborough, East York
12 and Leaside does warrant an extra seat.

13 PROFESSOR KAPLAN: Yes.

14 THE COMMISSIONER: Would you just explain that
15 to me?

16 PROFESSOR KAPLAN: Well, it does appear to be
17 an inequity in the largest remainder method, and I have
18 no extensive justification of it. The explanation is
19 that under the largest remainder method you first decide
20 what the over-all size of the Council shall be or the
21 legislative body. If you decide it is 24 seats, then we
22 carry on a preliminary set of long divisions which distri-
23 bute 21 seats. This leaves three additional seats to be
24 distributed, and you simply select those municipalities
25 or areas that have the largest remainders. In this case
26 it means that that last-named borough is perhaps unfortu-
27 nate and probably will recoup its losses at the next
28 redistribution, but it is an inequity I concede.

29 THE COMMISSIONER: Your point is you have to
30 draw the line somewhere?



1 PROFESSOR KAPLAN: Yes. I am afraid my system
2 of figuring actually pointed up one of the weak points in
3 the system, and perhaps if I had re-arranged my figures
4 I could have avoided that. It does in effect mean that
5 even if the population of York had been 100 persons few-
6 er than the population of that other area that I have
7 called Scarborough, East York and so on, it would not
8 get the seat. Unfortunate, but true. I suppose they get
9 the condolences of the electoral officer but nothing more.

10 THE COMMISSIONER: You take the figure of 12
11 for Toronto as a minimum simply because Toronto now has
12 12 members?

13 PROFESSOR KAPLAN: Yes. I would confess there
14 is nothing magic in the figure of 12. I was motivated
15 by somewhat practical considerations. It seems to me
16 that the over-all responsibility of city officials to a
17 proposal like this would be negative because in effect
18 it means they lose 50 percent of the seats which they
19 now have, and it seems to me that the blow would be
20 softened a bit if no absolute decline in the represent-
21 ation of Toronto were required.

22 I think this would permit the City to continue
23 naming its delegates to the Metro Council in substantial-
24 ly the same way it does now. I think it would avoid
25 some difficult internal political questions as to who
26 shall represent the City, if the representation were
27 decreased, and at the same time I feel freezing Toronto's
28 representation at 12 does give it some protection, some
29 check to the principle of representation strictly by
30 population.



1 THE COMMISSIONER: Thank you very much, Mr.
2 Kaplan for an interesting brief.

3 PROFESSOR KAPLAN: Thank you.

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1 THE COMMISSIONER: Toronto and District Labour
2 Council.

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4
5 SUBMISSION OF
6 THE TORONTO AND DISTRICT LABOUR COUNCIL,
7 C.L.C.

8 PRESENT:

9 MR. PURDY CHURCHILL
10
11

12 MR. CHURCHILL: My name is Purdy Churchill. I
13 am Secretary of the Toronto District Labour Council.
14 Our Labour Council has as its affiliates some 220 local
15 unions in the Metropolitan Toronto area, representing
16 some 120,000 workers.

17 The Toronto & District Labour Council was one
18 of the first large organisations to officially support
19 the idea of amalgamating thirteen municipalities in the
20 Toronto area. Before Bill No. 80 was enacted in 1953,
21 the Labour Council submitted a brief to Premier Leslie
22 Frost and his government, urging complete amalgamation
23 of the above municipalities. Again in January, 1957,
24 the Labour Council made representation to the Provincial
25 Government urging enactment of legislation to bring about
26 amalgamation of Toronto and its suburbs.

27 In the brief submitted by the Toronto & District
28 Labour Council to the Government of Ontario in January,
29 1957, the Labour Council said "We realize amalgamation
30 is not a simple matter and that many complex problems are



1 involved. The redistribution of taxes, the uprooting and
2 re-allocation of personnel, the establishment of new
3 electoral boundaries, and the integration of local plan
4 ning and by-laws pose problems that the sooner this job
5 is undertaken, the sooner the dislocation and disruption
6 will be completed and a proper area government can start
7 to function. If amalgamation had been undertaken three
8 years ago, as we suggested, then there is every reason
9 to believe that amalgamation would now be functioning in
10 the best interest of all of those people residing in the
11 Metropolitan Toronto area."

12 In January, 1964, which was the time that this
13 brief was originally submitted, the above statement still
14 truly represents the view of the Toronto & District Labour
15 Council.

16 Over the past ten years the Labour Council has
17 watched closely the workings of the thirteen municipalities,
18 and are even more convinced today that complete amalgam-
19 ation would serve the best interests of all the people
20 living within the area of Metropolitan Toronto.

21 Detailed statistics which factually show the
22 unequal burdens financially and otherwise, disparity in
23 public services, difficulties in building codes and
24 zoning by-laws, duplication of services and conflicting
25 planning programmes are public property and easily
26 accessible.

27 Undoubtedly the various municipalities will be
28 presenting these statistics in much detail, and for this
29 reason the Labour Council could see no purpose in again
30 listing at great length these same facts and figures.



1 The Toronto & District Labour Council has out-
2 lined, both generally and specifically, areas which sup-
3 port the opinion of the Council that complete amalgamation
4 of the thirteen municipalities of Metropolitan Toronto
5 will give the citizens a better and more economical
6 government now and in the years to come.

7 The next paragraph perhaps I can skip. It
8 gives a run-down under the area municipalities in the
9 Metropolitan Toronto area, and their populations. The
10 City of Toronto has 12 representatives on Metropolitan
11 Toronto Council, while each suburban area has a single
12 representative totalling and equalizing 12.

13 There can be no denying the fact that the
14 Metro system has many worth-while accomplishments to its
15 credit. Throughout its first ten years of existence,
16 Metro spent \$800,000,000 in capital financing to provide
17 extended water distribution, expressways, sewage

18 treatment services, rapid transit services, homes
19 for the aged, a 4,000 acre park system and other valuable
20 projects. Metro has unified the Police Departments,
21 licencing and air-pollution departments. It has performed
22 in effective fashion the job for which it was originally
23 intended -- and that was to act as a transitional stage
24 producing order out of the chaos that followed the un-
25 coordinated post-war haphazard growth of the entire
26 Toronto area. However, the efforts to maintain the
27 Metro system as a permanent setup are sharply opposed by
28 the Toronto & District Labour Council.

29 At present Metro is an uneasy alliance between
30 the suburbs and the City. This arrangement has been under



1 an ever-increasing strain caused mainly by the rapid
2 growth of several of the municipalities, and the dimini-
3 shing of the City of Toronto by comparison. Due regard
4 for the welfare of the whole area is virtually impossible
5 when each area plans separately.

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1 THE COMMISSIONER: Do you think that
2 under amalgamation, which would mean the formation of
3 a big city with wards, the wards representing different
4 areas, that that would completely abolish tension
5 between the outside wards and the inside wards?

6 MR. CHURCHILL: It, of course, might
7 not in the beginning, but I think time heals all
8 wounds and I think eventually the idea of belonging
9 to a certain municipality would disappear and the
10 feeling would be that we are now all residents of one
11 area rather than a separate municipality.

12 THE COMMISSIONER: I was not thinking
13 of tensions arising from the annexation or amalgamation
14 of municipalities with the City of Toronto. I was
15 thinking of tensions arising from the fact that the
16 representatives of the outside wards might say they
17 are different from other wards and they are not being
18 favoured or they are being discriminated against in
19 some way. Do you think that is possible.

20 MR. CHURCHILL: I don't necessarily
21 think so. You have the ward system in the City of
22 Toronto proper and I don't think there is this tension
23 amongst the various wards in the City of Toronto.

24 THE COMMISSIONER: That is because
25 there is sameness. If you begin absorbing Etobicoke,
26 Scarborough, North York, and so on, you are bringing
27 in new and different areas.

28 I suppose you have answered that by
29 saying in due course it would be accepted.

30 MR. CHURCHILL: Yes, I believe that



1 would be the answer.

2 THE COMMISSIONER: That is your opinion?

3 MR. CHURCHILL: Yes.

4 "Metro should be building at least
5 3,000 new units of low-cost housing yearly. The record
6 has been a disgraceful, few hundred units during the
7 past three years. The delay has been caused by
8 bickering and lack of coordination among the munici-
9 palities. Housing policy is not unified in the Metro
10 area. Families most in need of housing live in the
11 City. Downtown land is too expensive. The most
12 suitable land is in the suburbs. The housing programme
13 will continue to lag until there is one amalgamated
14 authority to unite all efforts and consider the needs
15 of the whole area."

16 THE COMMISSIONER: Are you suggesting
17 the Metro organization is responsible for the failure
18 to build more low-cost housing? Have the housing
19 programmes in any other municipality in the rest of
20 Canada worked better although they have not a Metro?

21 MR. CHURCHILL: I cannot answer the
22 last part of your question. We believe, as we say
23 in the brief, that because of the tension, shall we
24 say, between the various municipalities and the bickering
25 that has occurred about where these public housing
26 programmes shall be built has to a great degree retarded
27 the building of new housing. It is perhaps understandable
28 to some degree but none of the municipalities want the
29 low-cost housing in their particular area for various
30 reasons.



1 THE COMMISSIONER: I can see your
2 point in favour of some centralized housing authority
3 but I thought I would draw your attention to the fact
4 that housing, or the lag in meeting the demands for
5 low-cost housing, is criticized throughout North America
6 in fact, whether they have Metro areas or not.

7 MR. CHURCHILL: That is possibly quite
8 true.

9 THE COMMISSIONER: As I said, I can
10 see your argument that a centralized organization would
11 be in a better position to accomplish a programme.

12 MR. CHURCHILL: If we had a centralized
13 organization they would have to have, it would seem to
14 me, a tremendous amount of power to be able to say,
15 in the present form of government, to say to Swansea,
16 Scarborough, or some other municipalities: "We are
17 going to set up low-cost housing and it is going to
18 have to be in your particular area, in your municipality."

19 "Metro has done nothing to equalize
20 the tax-burden of Metro citizens in order to ensure
21 a common standard of services in the area.

22 By luck, some citizens happen to live
23 in an area where business and industry loom large on the
24 assessment rolls. With bigger tax revenues coming from
25 these firms, the municipalities can go easy on the home-
26 owners taxes. For example, in Leaside (1961) 48% of
27 the assessment roll was made up of industrial and
28 commercial property. In Scarborough the figure was only
29 32%. In New Toronto it was 70%, while in East York only
30 21%. This unequal sharing of tax revenues is made even



1 more acute because the municipalities with the least
2 commercial and industrial assessment have the greatest
3 need of high revenues to meet large development costs.
4 For example, Scarborough has staggering expenditures
5 for roads, schools, etc., while Leaside is fully
6 developed."

7 THE COMMISSIONER: I wonder what do
8 you think would have been the situation on disparities
9 in tax burdens if there had been no Metro, if each
10 of the municipalities had to provide its basic
11 requirements in the light of the post-war growth?

12 MR. CHURCHILL: I think perhaps it
13 would have resulted in the older municipalities perhaps
14 having lower taxes than they have at the present time;
15 whereas perhaps some of the newer municipalities with
16 their fast growth would probably have had higher taxes.

17 THE COMMISSIONER: Would the newer
18 ones have been able to meet the obligations without
19 Metro?

20 MR. CHURCHILL: It is rather doubtful.
21 I would think.

22 "Education:

23 In Toronto, a boy in Grade 7 may have
24 the benefits of a science laboratory, music room and
25 library. He can have specialists teachers in Art, Music,
26 Physical Training. Dental and psychiatric staffs
27 provide free service to children who need them. In
28 Mimico he would have none of these services except for
29 a library at one school. Weston has no public school
30 library, Scarborough has no senior public schools or



1 junior public high schools with specialized facilities.

2
3 "Building Codes

4 Each municipality has its own separate
5 building code, setting out standards of material
6 construction. In Scarborough, a man may build a house
7 containing only one layer of bricks in the outside
8 walls. In North York he would require two layers. In
9 Etobicoke an apartment building is defined as a
10 structure of six or more housing units. In North York
11 it is eleven or more. The result is a confusing tangle
12 causing builders to conform to various standards and thus
13 causing higher construction costs, higher prices for
14 homes, etc.

15 Only four suburbs have building departments.
16 Many are faced with problems from high-rise apartments,
17 heavy industrial development and many-storey steel frame
18 office buildings. It isn't reasonable to expect a small
19 municipality to examine property building plans for
20 complex buildings. There are not enough trained building
21 inspectors and, perhaps, companies desiring to erect
22 buildings might be tempted to go into a suburb to avoid
23 close inspection of building plans."

24 THE COMMISSIONER: You believe there
25 should be one building code for the whole metropolitan
26 area?

27 MR. CHURCHILL: Yes, we do.

28 "Health Services

29 In 1960, Toronto spent \$4.38 on health services
30 for every resident. Other municipalities spent less



1 averaging down to .53¢ per head in Mimico. As a result,
2 in Toronto, physicians are in charge of baby clinics.
3 In the suburbs usually it is nurses. In Toronto,
4 children get free dental care. In 1960 there were
5 84,128 dental operations on school children. In most
6 suburbs children get only dental inspection."

7 THE COMMISSIONER: Maybe that is why
8 children prefer to live in the suburbs!

9 MR. CHURCHILL: You may have a point.
10 Children perhaps don't always think wisely.

11 "In Toronto, disturbed children have access
12 to examination and some treatment by Health Department
13 psychiatrists. Only one or two suburbs operate in this
14 field.

15
16 Planning

17 There are many planning boards in the Metro
18 area. Often they work at cross-purposes. One bad
19 feature of such a set-up is that it encourages
20 municipalities to compete with each other in order to
21 attract commercial and industrial assessment -- in order
22 to keep the residential tax-rate down. The temptation is
23 ever-present to play fast and loose with zoning by-laws.
24 Sometimes good planning principles are sacrificed in order
25 to attract industry. Under amalgamation a unified
26 planning board could eliminate duplication and plan
27 freely for future development for the entire area with
28 'local flavour' still being maintained. Savings could
29 be made with regard to the purchase and maintenance of
30 equipment, operation of storage yards, etc.



1 "Welfare

2 The Province pays Metro an annual grant of
3 \$5.50 per head of population which is earmarked for
4 welfare. This is distributed by Metro to the thirteen
5 municipalities on the basis of their percentage of total
6 residential assessment. This gives the city 35% of the
7 grant while it carries approximately 70% of the area's
8 welfare burden. Toronto's request for amalgamation of
9 welfare services was first supported by Metro, then later
10 opposed, due primarily to opposition by the suburbs who
11 gain financially from the current set-up. It is such
12 actions which cause the ever-widening cleavage between
13 city and suburbs. It is well to remember that as its
14 contribution to Metro the city gave up title to millions
15 of dollars worth of assets among which are the T.T.C.,
16 waterworks pumping and treatment plants, large watermains,
17 sewage disposal plants, trunk sewers, Toronto Island,
18 Island ferries and docks, certain main roadways, Don Jail,
19 Isolation Hospital, Registration Building, Lambert Lodge
20 plus many other items without any form of remuneration.
21 This was provided for the common good as was the pledging
22 of Toronto's credit for the capital needs of the whole
23 area and of each separate municipality.

24
25 Legal Services

26 The costs of the seventy-seven members of the
27 separate legal staffs of Metro, Toronto, North York and
28 Scarborough totalled over \$500,000 in 1960. Nine area
29 municipalities called on outside lawyers and spent
30 \$77,000.



1 Under amalgamation, it would be possible to have
2 a greater division of labour and of specialization.
3 Costs could be reduced because of the fewer number of
4 council and committee meetings the legal staff would
5 have to attend."

6 THE COMMISSIONER: It is obvious to
7 me that the Bar is not affiliated with the Trade and
8 Labour Council.

9 MR. CHURCHILL: I realized as I was
10 reading this you would not agree with this but I think
11 they have perhaps made up for it in the amount of cases
12 they now get before the Ontario Labour Relations Board.

13
14 "Auditing

15 Twelve municipalities employ outside auditors
16 with procedures varying in style. Amalgamation would
17 reduce the number of accounts and all auditing would be
18 performed by the municipal audit department. This would
19 result in savings because it would eliminate the profit
20 made by outside auditing firms."

21 We would not have the auditors with
22 us on this either, I don't suppose.

23
24 "Summary

25 Metro Toronto is a single unit geographically,
26 culturally and economically. A man may have his home
27 in East York, work in Etobicoke and seek recreation in
28 downtown Toronto. Taxation and municipal services should
29 be equalized throughout the Metro area. Children should
30 have equal health, educational and recreational oppor-



1 tunity regardless of what municipality they live in.

2 Amalgamation would eliminate the ridiculous
3 over-government that is now in effect in Metro. For
4 example, Swansea, Weston, Long Branch, New Toronto,
5 Mimico, Leaside and Forest Hill -- all of which have a
6 representative on Metro Council -- have a combined
7 population smaller than Ward Six in Toronto. Yet Ward
8 Six is serviced by two aldermen while the above munici-
9 palities have a total of forty-two councillors. If
10 Ward Six with 122,500 citizens can be serviced by one
11 administration, why do these seven municipalities with
12 101,500 people require seven councils with forty-two
13 councillors?

14 At the present time, the seven smallest
15 municipalities are over-represented while some of the
16 other suburban municipalities and some of the Wards in
17 the City of Toronto are under-respresented on Metro
18 Council. Lately, this matter has been of concern to
19 both the Federal and Provincial Governments and they have
20 adjusted electoral boundaries to give the voters better
21 representation."

22 That perhaps does not read exactly
23 correctly. It is not a matter of the Metro representation
24 they are concerned with. It is both the Federal and
25 Provincial representation.

26 "We believe that amalgamation and the creation
27 of electoral districts which would give representation
28 as near as possible by population, regardless of present
29 municipal boundaries, would be in the best interest of
30 all who live in Metropolitan Toronto.



1 Amalgamation, which would involve re-alignment
2 of electoral boundaries throughout the area would correct
3 this situation which leads to inequalities in represent-
4 ation, taxation, services and responsibilities.

5 Amalgamation could bring greater efficiency
6 not only in government and planning but would be a vital
7 step in solving the serious problem of building
8 adequate urgently-needed low-cost housing. Many narrow-
9 minded politicians who now cry out against amalgamation,
10 raised the same protests against amalgamation of the area
11 police forces. Yet no one can deny that the amalgamated
12 Metro Police Department is an outstanding success and a
13 model of efficiency. Licensing and air-pollution control
14 are now Metro-wide. There is no reason why all services
15 should not be amalgamated on the same basis. The people
16 of Metro Toronto have a common standard of living as
17 expressed in their homes, cars, T.V.'s etc. They should
18 be entitled to a common standard of public services.
19 The way to do so is to amalgamate these services as
20 rapidly as possible ... within three years perhaps.
21 When this is accomplished, political amalgamation will
22 be the simple final stage of a logical process. Socially,
23 economically and geographically, Metro Toronto is already
24 an amalgamated area."

25 THE COMMISSIONER: Do I take it that
26 you would have no objection to amalgamation if it would
27 mean a higher tax rate for the area?

28 MR. CHURCHILL: We don't believe that
29 it would result in this.

30 THE COMMISSIONER: If you are going to



1 raise the standards to the level of the highest the
2 costs are going to increase.

3 MR. CHURCHILL: There are in those
4 areas many other areas in which costs would be reduced.

5 THE COMMISSIONER: How?

6 MR. CHURCHILL: An example is the
7 over-representation in some areas where in the small
8 municipalities they have as many people on their
9 Councils perhaps as the larger ones.

10 THE COMMISSIONER: That really does
11 not involve a very large cost. You are thinking in
12 the terms of abolition of municipal departments. You
13 are thinking that the abolition of the different
14 municipal departments in the area municipalities would
15 save a lot of money. Is that it?

16 MR. CHURCHILL: That is correct. For
17 instance, each municipality has its own welfare service
18 set-up and all the different departments we speak of
19 have their own counterparts in each various municipality.
20 Now those would be amalgamated in one central organi-
21 zation rather than thirteen.

22 THE COMMISSIONER: Do you think, taking
23 welfare as an example, that one central welfare office
24 in downtown Toronto would be enough to provide welfare
25 services for the whole area which now has 1,700,000
26 people?

27 MR. CHURCHILL: One central adminis-
28 trative office --

29 THE COMMISSIONER: Don't you think the
30 local offices would be necessary to meet the requirements



1 of the people? I am sure that the Labour Council would
2 be the first body that would complain if welfare
3 recipients had to come all the way from Scarborough
4 or Etobicoke to Bay Street.

5 MR. CHURCHILL: It is quite possible
6 you would need some branch offices to distribute around
7 the area. The central office, the administration of
8 the whole thing would be done in one central office
9 rather than done in a dozen or more different offices.

10 THE COMMISSIONER: You have to agree
11 there will have to be some decentralization or the
12 public won't be properly serviced.

13 MR. CHURCHILL: Yes, I agree with that.

14 THE COMMISSIONER: So that there will
15 have to be local offices. You are not going to abolish
16 all the local departments and move everything to one
17 central office.

18 MR. CHURCHILL: It is quite possible
19 you would have to have a branch office set-up in
20 various areas around the municipality. You would not
21 need the numbers you have now and as I have said before
22 the administration of the whole welfare department could
23 be handled by one central office rather than having a
24 dozen or more administrative staffs throughout the area.

25 Your question about taxes increasing, we
26 would be in favour of amalgamation, even though it
27 would result in increased taxes. Amalgamation or no
28 amalgamation, most of us are of the opinion that we
29 are doomed to ever-increasing taxes so I don't think
30 we are too worried about this particular angle.



1 We go to the last page of our brief
2 which deals with the proposal for a borough system.

3
4 "Proposals for a Borough System"

5 Proposals for a 4-5-6 borough system have been
6 put forward at regular intervals. While it is true that
7 such a system would tend to equalize voting strength and
8 eliminate such minuscule political areas as for example
9 Swansea and while services could be dispensed more
10 uniformly, there are serious objections to such
11 proposals.

12 The establishment of a borough system would
13 only perpetuate the two-level form of government which
14 was a major objection to Metro. In order to get some
15 unified form of action from a borough system there would
16 have to be a second level of government. At this level
17 we would have the same parochial conflicts that
18 bedevilled Metro. Instead of squabbles between thirteen
19 municipalities we would have conflict between fewer, but
20 more equal and powerful empires. There would still be
21 divided jurisdictions and divided loyalties. The
22 establishment of a borough system would preserve artificial
23 boundaries and political obstructive conflicts.

24 The Toronto and District Labour Council feels
25 that there is no substitute for total amalgamation.
26 This should be preceded by rapid and orderly amalgamation
27 of all services. The citizens of Metro should not be
28 afraid of 'bigness'. Toronto itself has nearly half
29 of Metro's total population. Toronto's services are not
30 less efficient because of 'size'. Torontonians do not



1 feel remote from their elected representatives. City
2 dwellers do not feel that they are under a heavy
3 bureaucratic administration.

4 The basic government set-up of the city of
5 Toronto could be used for an amalgamated Toronto. There
6 would of course be an expansion of the aldermanic and
7 controllership set-up to provide adequate representation
8 for all sections of Greater Toronto. The mayor should
9 be elected by the people and responsible to the people.

10 An amalgamated Toronto would speak with one
11 voice for the people of this area and would have the
12 political power to take major steps in the interests of
13 the majority.

14 Respectfully submitted on behalf of the
15 Toronto and District Labour Council (C.L.C.)"

16 WILLIAM JENOVES, President PURDY CHURCHILL, Secretary

17
18 THE COMMISSIONER: When you talk of an
19 election under an amalgamated system it has been
20 suggested to me that with a city of two million, which
21 would be the case in a few years, the elections would
22 become very costly and only rich men or men financed
23 by political parties would be able to be candidates.
24 Have you any views on that, Mr. Churchill?

25 MR. CHURCHILL: We don't think that
26 this is necessarily so. You speak of a population of
27 two million people in the not too distant future. The
28 City of Toronto now, I think, has 600 some odd thousand
29 people.

30 THE COMMISSIONER: I am talking of two



1 million for the whole area, if it were an amalgamated
2 city.

3 MR. CHURCHILL: No, we don't.

4 THE COMMISSIONER: You are not afraid
5 of it?

6 MR. CHURCHILL: No, we are not afraid
7 of that.

8 THE COMMISSIONER: You appreciate
9 I have been asking you the questions not because I have
10 formed any conclusions but I want you to clarify in
11 my own mind your views. This is all I have to ask
12 you, Mr. Churchill. Thank you very much.

13 Where is my friend Mr. Jenoves?

14 MR. CHURCHILL: He was unable to be
15 present.

16 THE COMMISSIONER: It is not because
17 he dissents from your brief?

18 MR. CHURCHILL: No, not by any means.

19 THE COMMISSIONER: Thank you very much.
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1 THE COMMISSIONER: Metropolitan Toronto Council
2 of Public Employees' Unions, Canadian Union of Public
3 Employees.

4 SUBMISSION OF
5 METROPOLITAN TORONTO COUNCIL OF PUBLIC
6 EMPLOYEES' UNIONS, CANADIAN UNION OF PUBLIC
7 EMPLOYEES

8 MR. JOHN MC NICOL -- President

9 MR. MC NICOL: Good morning. My name is
10 John McNicol. I am President of the Metropolitan Toronto
11 Council of Public Employees' Unions. You will see on
12 page 10 that this brief was submitted by Mrs. Grace
13 Hartman. At the time that this was compiled Mrs.
14 Hartman was President of the organisation. Unfortunately,
15 she could not be here today.

16 THE COMMISSIONER: You do not have to read
17 the whole brief. I have read it.

18 MR. MC NICOL: You have read it through?

19 THE COMMISSIONER: Oh, yes. I have read all
20 the briefs. I have read this one with considerable
21 interest. I would prefer you to highlight it, but I
22 will leave it entirely up to you. If you prefer to
23 read it, that is your choice.

24 MR. MC NICOL: No, sir, I do not think I
25 would want to go through it word for word. I would say
26 in opening that I would just like to touch on the number
27 of employees who are affiliated with the Metropolitan
28 Toronto Council of Public Employees' Unions, some 16,000
29 at the present time.
30



1 Some of the matters that give us the greatest
2 concern are certainly the pension plan, and here I would
3 ask that in the event of amalgamation the transfer of
4 any credits or assets from one plan to another -- this
5 would be an item of the utmost importance, and of course
6 a continuity of all rights and benefits in the event of
7 amalgamation.

8 I turn your attention to page 7, Article 6,
9 the sick coverages for employees in the Metropolitan
10 area: Where the Metropolitan Corporation employs a
11 person theretofore employed by an area municipality or
12 local Board thereof or by the county of York or the
13 Toronto and York Roads Commission, the employee shall
14 be deemed to remain an employee of the area municipality,
15 etcetera, for the purposes of any sick leave credit plan
16 of the area municipality, etcetera, until the
17 Metropolitan Corporation has established a sick leave
18 credit plan for its employees, whereupon the
19 Metropolitan Corporation shall place to the credit of
20 the employee the sick leave credits standing to his
21 credit in the plan of the area municipality, etcetera.

22 Article 7 deals with vacations, and I would
23 like to read that one to you: Where the Metropolitan
24 Corporation employs a person theretofore employed by an
25 area municipality, etcetera, the Metropolitan Corporation
26 shall, during the first year of his employment by the
27 Metropolitan Corporation, provide for such employee's
28 holidays with pay equivalent to those to which he would
29 have been entitled if he had remained in the employment
30 of the area municipality, etcetera.



1 While the foregoing provisions did provide
2 some form of protection for the existing and accrued
3 benefits and entitlements of civic employees, neverthe-
4 less it fell far short of the protections that should
5 have been theirs. A glaring example of this is out-
6 lined in Section 24 (7) where the existing vacation en-
7 titlement of employees is only protected during the
8 first year of his employment with Metropolitan Toronto.

9 THE COMMISSIONER: How did that actually work?

10 MR. MC NICOL: Well, sir, in East York I know
11 that members of the disposal plants were incorporated
12 into the Metropolitan setup, and there was a loss of
13 seniority, job status, possibilities of promotion,
14 etcetera, at that time.

15 THE COMMISSIONER: I am taking this parti-
16 cular example. You have quoted from the Metropolitan
17 Toronto Act. In your brief you have quoted the pro-
18 visions which protect certain accrued rights of civic
19 employees, and you have just read the last paragraph on
20 page 7 in which you admit some form of protection was
21 provided, and you cite as a glaring example the exist-
22 ing vacation entitlements that only protected their
23 first year of employment with Metropolitan Toronto.

24 By the way, I had noticed that when I first
25 read the Act a year ago. But what I wanted to know is
26 what happened after the first year? Were the people
27 really prejudiced by it?

28 MR. MC NICOL: Yes, they were. There is no
29 doubt at all that in some cases it was to the man's
30 disadvantage.



1 THE COMMISSIONER: I would like you to read
2 on from there to the end, if you don't mind.

3 MR. MC NICOL: Yes, certainly.

4 THE COMMISSIONER: This is really a summary
5 of your conclusions.

6 MR. MC NICOL: We are determined that our
7 members are not going to be forced to take another
8 backward step in their established working conditions.
9 We cannot submit to a legislative stroke of the pen that
10 will take away from us the benefits and conditions that
11 we have established over the years through the sweat,
12 sacrifice, and unselfish devotion of present and past
13 organised civic employees.

14 We submit, that in the event of change in the
15 Municipal set-up in this area, that there is a high
16 moral and ethical obligation on the part of the con-
17 tinuing Authority to maintain the rights, benefits and
18 privileges that public employees have established over
19 the years.

20 No public employee should have taken from
21 him, any remuneration, seniority, sick leave, positional
22 status, vacation, holiday, welfare, pension, or any
23 other benefit that he or she has been entitled to by
24 means of an agreement, voluntarily reached by the em-
25 ployee, his Union and the Municipality. This would be
26 particularly unjustified if the loss of such rights and
27 benefits were brought about by the arbitrary, unilateral
28 action by any level of Government.

29 On analysing the forty-seven (47) agreements
30 of our affiliated unions, we find that among many other



1 established rights that the following eleven (11) basic
2 conditions should prevail:-

3 1. UNION SECURITY AND CHECK-OFF

4 Union Shop and Dues Check-Off from commencement
5 of employment as a condition of employment.

6 2. SENIORITY, PROMOTIONS AND STAFF CHANGES

7 Overall seniority to be recognized for pro-
8 motions, staff changes, transfers, and lay-off.

9 3. DISCHARGE AND SUSPENSION

10 Provision that employees be dismissed or sus-
11 pended for just cause only.

12 4. HOURS OF WORK

13 Normal thirty-five (35) hour week for inside
14 employees. Normal forty (40) hour week for outside em-
15 ployees.

16 5. OVERTIME

17 One and one-half ($1\frac{1}{2}$) times the regular rate
18 for all hours worked in excess of normal work day or week.
19 Double the normal rate for work on Saturday or Sunday.
20 Double the normal rate plus the normal days pay on
21 Holidays.

22 6. SHIFT BONUS

23 Fifteen cents (15¢) per hour for all shift
24 hours after 4 p.m. and before 8 a.m.

25 7. HOLIDAYS

26 Provision for eleven (11) paid Holidays
27 variously referred to as "Statutory Holidays"; additional
28 Holiday presently known as "Picnic Day".

29 8. VACATIONS

30 Three (3) weeks after one (1) years' service.



Four (4) weeks after twenty (20) years' service.

9. SICK LEAVE PROVISIONS

Twenty-four (24) days Sick Leave per year accumulative, with a provision that in the event of severance of employment or death that the whole or part of such accumulation be paid to the employee or his beneficiary provided that the amount paid shall not exceed the amount of one-half ($\frac{1}{2}$) years earnings at the rate received by him immediately prior to severance or death.

10. WELFARE BENEFITS

Employer to pay fifty percent (50%) of the premiums of the Ontario Hospital Services Commission Plan, the Blue Cross Plan for semi-private care and the Physicians Services Incorporated Blue Plan. Employees will have a \$10,000 Group Life Insurance Plan with fifty percent (50%) of the premiums being paid by the employer, plus a provision for a paid up entitlement on retirement.

11. PENSIONS

Present Pension Plans to be merged and retaining the best features of all present plans.

THE COMMISSIONER: You prefaced these conditions by referring to an analysis of the forty-seven agreements of your affiliated unions.

MR. MC NICOL: Yes, sir.

THE COMMISSIONER: Are you saying that these conditions exist in each of the present agreements?

MR. MC NICOL: They exist in some of them.



1 They exist in the majority of them.

2 THE COMMISSIONER: So that you are saying in
3 the event of amalgamation those who presently benefit
4 from these conditions should not lose them?

5 MR. MC NICOL: That is right.

6 THE COMMISSIONER: And since it would be one
7 city, the others should enjoy them too?

8 MR. MC NICOL: This is right. This is it
9 exactly.

10 The History of our Trade Union Movement has
11 taught us, that if we are not always on guard and ever
12 ready to militantly protect our gains at the bargaining
13 table, that we can have those gains taken away from us
14 by a vote of the Legislature. We submit that this
15 Commission should take every precaution to protect the
16 interests of our Union members.

17 We trust that we have, in this submission, put
18 before you briefly, accurately and objectively, the
19 position of our Council of Public Employees on this
20 vital subject. Of course, there is much more that can,
21 and no doubt should be said; however, let us emphasize
22 that if there is any further information required, or
23 if our Council can be of any further assistance to you,
24 then feel free to call on us.

25 All of which is respectfully submitted,
26 METROPOLITAN TORONTO COUNCIL OF PUBLIC
27 EMPLOYEES UNIONS, CANADIAN UNION OF PUBLIC
28 EMPLOYEES.

29 THE COMMISSIONER: You take no stand on the
30 political or geographical make-up of municipal government?



1 MR. MC NICOL: I would say, sir, that the
2 locals that I represent today are a cross-section of the
3 population of Toronto with their own particular views
4 on the subject of amalgamation, and I would not speak
5 for them.

6 THE COMMISSIONER: I can well understand that.
7 As I said, I have read your brief. I understand the
8 problem. As a matter of fact, I dealt with it in an-
9 other connection when amalgamation was under consider-
10 ation. I will certainly give it very serious consider-
11 ation.

12 MR. MC NICOL: Thank you.

13 THE COMMISSIONER: Thank you. Ten-minute
14 adjournment, and we will then call on the Independent
15 Cab Owners' Guild.

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SUBMISSION OF THE
INDEPENDENT CAB OWNERS' GUILD

PRESENT:

MR. JOSEPH KANE

— — —

MR. KANE: Mr. Commissioner, I appear on behalf of the Independent Cab Owners' Guild. My name is Mr. Kane. A written brief has been submitted to you.

THE COMMISSIONER: Yes. I have read your brief, and I have also read the brief which you presented on behalf of the Guild to the Metropolitan Licensing Commission.

MR. KANE: Yes.

THE COMMISSIONER: Do you want to read the
brief?

MR. KANE: It was submitted directly to this Commission, and the other one, of course, dealt with only complaints against the Commission regarding the changes they were intending to make in the regulations regarding the taxi cab industry. Those arguments on our behalf I do not think would be of great importance to you because they would not be in the area which you are considering here in this Commission, but they would be a background to our position why we are here today, because there has been no satisfactory conclusion of our brief with them, and we felt this was the place to proceed further.

THE COMMISSIONER: I am glad you gave me that



1 brief in which you set out your detailed complaints and
2 demands, which I have read, and you also appreciate
3 that they are not in my terms of reference.

4 MR. KANE: I agree with that.

5 THE COMMISSIONER: But the Licensing Commission
6 as such is a body I have to consider.

7 MR. KANE: Right.

8 THE COMMISSIONER: I would suggest you read
9 the brief with any additional comments you want to make
10 as you go along.

11 The Municipality of Metropolitan Toronto Act,
12 R.S.O., 1960, Chapter 260, and amendments thereto, and
13 more particularly Part XII, created the Metropolitan
14 Licensing Commission to exercise the powers of any area
15 municipality or board of Commissioners of police with
16 respect to the licensing, revoking of a licence, regu-
17 lating, governing, prohibiting or limiting of any trade,
18 calling, business or occupation or the person carrying on
19 or engaged in it and upon being so authorized the li-
20 censing Commission may exercise such powers.

21 The Licensing Commission licenses approxi-
22 mately 80 or more trades within the Municipality of
23 Metropolitan Toronto.

24 It is our understanding that the function of
25 the Licensing Commission, as far as it relates to the
26 taxi cab industry, is to protect the interests of the
27 public and the welfare of the taxi cab owner and driver.
28 Primary factors involved are the providing of trans-
29 portation that is adequate in amount and readily avail-
30 able to meeting the public demand at a reasonable rate



1 and the assurance of proper working conditions together
2 with fair compensation for the taxi cab owner and driver.
3 Therefore, the Licensing Commission must be concerned
4 with providing the public with mechanically safe, clean
5 taxi cabs and neat, honest and knowledgeable drivers and
6 in providing to the taxi cab owner and driver decent
7 working hours and wages.

8 THE COMMISSIONER: I must say they are know-
9 ledgeable. One of them presented a private brief to me
10 while driving me a few weeks ago!

11 MR. KANE: I have a number of cab drivers
12 here, and I am sure they will agree that is not un-
13 usual. A lot of cab drivers can give briefs on a great
14 many subjects, some of them unrelated to the taxi cab
15 industry.

16 THE COMMISSIONER: This one was practising
17 law. He was giving me your brief.

18 MR. KANE: In accordance with the Municipality
19 of Metropolitan Toronto Act, the Licensing Commission
20 is composed of three members -- one of whom is the
21 Chairman of the Metropolitan Council -- namely, Mr.
22 William Allen, and two persons appointed by the
23 Metropolitan Council who are not members of a council
24 of an area municipality -- namely, Magistrates Graham
25 and Theburn.

26 In or about the month of January, 1963, the
27 Licensing Commission informed the taxi cab industry that
28 certain changes were to be made in the industry as
29 follows:

30 a) An increase in the number of taxi



1 cabs by approximately 200 to 400 and

2 b) An increase in the annual licence
3 fee from \$50.00 to \$100.00.

4 Various factions within the taxi cab industry
5 presented Briefs to the Licensing Commission to rescind
6 the aforementioned changes but with no success.

7 Immediately thereafter a number of independ-
8 ent owners decided to organize under the name of the
9 "Independent Cab Owners' Guild" to present a Brief to the
10 Licensing Commission to inform them of the problems in
11 the industry and a possible solution to them. The Brief
12 met with absolutely no success nor were any reasons
13 given to the Guild to justify the increases in either
14 the number of taxi cabs or the licence fee.

15 A further Brief was presented to the
16 Metropolitan Council on the same matters and met with
17 considerable favour by a number of members but because
18 of the autonomy of the Licensing Commission nothing was
19 done.

20 A further Brief was presented to the Licensing
21 Commission but this also met with no success.

22 The legislation setting up the Licensing
23 Commission does not permit an appeal from its decisions
24 to an elected body nor to a court of law excepting
25 only the wrongful taking of a license in the latter
26 case.

27 The Licensing Commission has acknowledged that
28 most of its time and expense is incurred in handling
29 the taxi cab industry. At the present time there are
30 approximately 1,800 taxi cabs in Metropolitan Toronto



1 and approximately 4,000 drivers.

2 All factions within the taxi cab industry are
3 unanimous in limiting the numbers of taxi cabs to those
4 presently authorized. To increase the number would
5 aggravate an already sick industry.

6 Only a small number of fleet owners have ac-
7 cepted the increase in the annual fee.

8 The present members of the Licensing Commission
9 have not and do not have any interest in a taxi cab
10 licence nor have they operated a taxi cab. They are
11 lawyers and bring to the Licensing Commission admini-
12 strative and disciplinary talents. However, they do not
13 have personal knowledge of the taxi cab industry and
14 accordingly this knowledge must be obtained from other
15 sources. What better source could there be than the taxi
16 cab industry itself. Nevertheless, the Licensing
17 Commission has stubbornly refused to accept the recom-
18 mendations and proposals of the taxi cab industry in
19 the numerous Briefs presented to it and have failed in
20 their duty towards the taxi cab industry by not giving
21 reasons for the changes.

22 THE COMMISSIONER: Does the Commission give
23 reasons for changes in the case of other licenses ?

24 MR. KANE: I am not aware of that, Mr.
25 Commissioner, as I have not appeared on behalf of
26 others.

27 The Independent Cab Owners' Guild made a
28 recommendation to the Licensing Commission and to the
29 Committee for the Municipality that an Advisory Board
30 be set up from the different factions in the taxi cab



1 industry and to meet with the Licensing Commission to
2 assist them in learning the problems of the taxi cab
3 industry and possible solutions to them. The majority of
4 the Metropolitan Council were in favour of such a
5 committee being set up and one of the present commission-
6 ers has indicated that he would endorse it.

7 The taxi cab industry forms a secondary trans-
8 portation system in the Municipality second only to the
9 Toronto Transportation Commission and private vehicles.

10 The taxi cab industry is controlled and
11 directed by the Licensing Commission from which there
12 can be no appeal as of right to either an elected body
13 or to a court.

14 It is the recommendation of the Independent
15 Cab Owners' Guild that the Municipality of Metropolitan
16 Toronto Act be amended to permit an appeal from the
17 decisions of the Licensing Commission to a court of law
18 and/or to the Metropolitan Council.

19 In the interests of the taxi cab industry and
20 the public, an Advisory Board should be set up to include
21 representatives from all factions within the taxi cab
22 industry and to meet with the Licensing Commission on
23 matters concerning it. In the alternative, the taxi cab
24 industry should be removed from the jurisdiction of the
25 Licensing Commission and administered by one person
26 with the assistance of an Advisory Board with the same
27 right of appeal.

28 The Guild has not set out herein the reasons
29 for the taxi cab industry's failure to accept the in-
30 creases in the licenses or annual fee. However, if the



1 Royal Commission requires such information the Guild
2 would be pleased to present same either by oral repre-
3 sentation or in another Brief.

4 That is the conclusion of the brief as sub-
5 mitted to you, Mr. Goldenberg, and I would only like to
6 comment on a few matters very briefly. The make-up of
7 the Commission as it now exists is the chairman as
8 Magistrate Thoburn who is a sitting magistrate for the
9 City of Toronto -- for the County of York I should say
10 -- and he is in court every day of the week I would
11 imagine. Magistrate Graham is another member of the
12 Commission, and he sits all day in the Magistrate's
13 Court here in the City. Mr. Chairman Allen is also a
14 member of the Commission, and of course his duties
15 take him far and wide in his dealings with the
16 Metropolitan Council.

17 These gentlemen meet once every two weeks at
18 which time they meet for approximately an hour to two
19 hours. They administer 82 trades, and the taxi cab in-
20 dustry is the major one. They have no advisory board,
21 I understand, in any of the trades. We are not con-
22 cerned with the other trades, though, as such. Within
23 these two hours every two weeks, or an hour, they hope
24 to administer 82 trades with all its complex problems,
25 and to come to some solution, and no one in the industry,
26 the taxi cab industry, knows where they get their
27 source of information or where they get their advice
28 on how to regulate it.

29 In my brief I deal very shortly with the
30 problem that we are faced with. They regulate the



1 industry, yet they give no reasons for it. They talk
2 about monopolistic values for taxi cabs, and yet the
3 taxi cab driver works 70 to 80 hours a week sometimes;
4 some of them work 60 hours, and their take-home pay I
5 would suggest is less than that of the minimum wage.
6 They have a considerable investment in their cab. Their
7 only means of support is to work every day. They have
8 no pensions, and yet the Licensing Commission has seen
9 fit to sort of impair this earning of the taxi cab by
10 putting another 200 to 400 licenses on the road with-
11 out giving any reason. Also they increased the cost of
12 the license fee from \$50 to \$100.

13 The costs of automobiles, the tax on gasoline
14 in Ontario, and everything has gone up in price. The
15 overhead has been increased, and yet the revenue to be
16 derived from the taxi cab is being impaired by putting
17 12 percent more cars on the road.

18 We have this narrowing gap of how much profit
19 there can be made, yet we have been before the Commission
20 on at least three or four occasions, and the meeting
21 with the Metropolitan Council was in the presence of the
22 Commission itself, the Licensing Commission, and it was
23 brought out at that time by Controller Lamport that --
24 which I think we have known before -- in two years the
25 Metropolitan Licensing Commission has turned over almost
26 \$1,000,000 to the Metropolitan Council as profits from
27 the Licensing Commission. Yet they have seen fit to
28 increase the fee to operate the taxi cab.

29 Mr. Allen's answer to this is "Well, you shall
30 pay for exactly what you cost us.", and I think this is



1 a complete contradiction to taxation where, as I under-
2 stand it, most people give according to their wealth
3 and receive according to their need. I do not think
4 Mr. Allen could justify that the taxi cab industry, if
5 they cost a great deal of money -- I do not think he
6 could justify asking for so much in the way of fees that
7 it would force a great many of them out of business.

8 Eventually the only thing that will come about
9 will be that all the licenses will end up in the hands
10 of the fleet owners, and then the fleet owners will just
11 take off. They won't operate the number of licenses
12 they have. They will just take them off the road, and
13 you will have this problem where they will create an
14 increase in tariffs and working conditions by reducing
15 the number of cabs to service the public.

16 Independents are usually gentlemen over 40
17 years of age. They have no other trade to go to.

18 THE COMMISSIONER: I assume that you favour
19 Metropolitan licensing; am I right?

20 MR. KANE: Well, I think that the cabs now
21 can pick up anywhere in the Metropolitan area with
22 certain exclusions. They can't pick up during the Ex-
23 hibition or things of that nature, but as far as the
24 geographical area is concerned, they have the right to
25 pick up and drop passengers anywhere in the municipal
26 area, and I think this is something which they prefer.
27 Especially, as I say, because of the number of people
28 who have reason to be in other parts of Toronto, and
29 if they are there, they can pick up a fare and bring
30 it back to where they are working out of. I think they



1 are agreeable to this.

2 In the past each of the municipalities such
3 as East York and Scarborough gave out their own licenses.
4 You could pick up a fare and take it into Toronto, but
5 you couldn't pick up a fare and bring it out. I think
6 this was the problem before.

7 THE COMMISSIONER: How did the license system
8 operate before, apart from this inability to pick up
9 and deliver everywhere? How did it operate, say, in
10 the City of Toronto?

11 MR. KANE: You applied here for a license, and
12 you applied in each of the area municipalities if you
13 wanted a license. I think my friends here perhaps
14 have a better idea of that part of it, and would per-
15 haps refresh my memory on it. I think, though, that you
16 could only get a license in one area. You couldn't
17 have one in Toronto and go to East York or North York
18 and get one.

19 THE COMMISSIONER: They would go to the City
20 Hall, the Municipality in which they wanted to operate.

21 MR. KANE: Yes.

22 THE COMMISSIONER: And they would receive the
23 license from the City Department?

24 MR. KANE: That is correct.

25 THE COMMISSIONER: If the price of the license
26 were increased I suppose it was felt objectionable be-
27 cause it was increased by an elected body? Is that your
28 point?

29 MR. KANE: I think this is our bone of con-
30 tention or our criticism with the Licensing Commission,



1 that they arbitrarily sit and just without any justifi-
2 cation -- I think that anyone who was elected at least
3 must go to the polls. This may sound very fundamental
4 or very sort of like an ivory tower type of philosophy
5 to have, but anyone who makes a decision must eventually
6 go back to the polls and must stand on this.

7 I am not suggesting that 1,800 cab drivers
8 can go and vote anybody out of office, but we feel a
9 group which is held together through a cause such as
10 this could create a considerable impact or lobby a great
11 deal or do something, and I think elected officials ad-
12 verse to publicity would certainly want to do something
13 for them.

14 In this case we have a great deal of publicity.
15 We have done everything we can with them, but we have got
16 no place at all. I think with elected officials we might
17 have this right. At least I think it would be to the
18 members of the industry a sort of democratic gain. At
19 least I think they would think they had achieved it,
20 and I think they would get farther than they have now.

21 With the Commission set up as it is, these
22 men wield power greater than that of the Supreme Court
23 in Ontario or the Court of Appeal, because at least any
24 Judge sitting in a court of law is always subject to
25 his decision being reviewed by a court above that.

26 Certainly in this case these three gentlemen
27 can do anything they wish within reason, and they can
28 do it with impunity.

29 You also have the problem when you go to a
30 court of law and you plead a case, the Judge does not



1 set himself up as the authority on it. He usually
2 hears from two sides of the case, and he will ask for
3 argument, and he will usually decide the case on the
4 facts presented to him. Very seldom does he set himself
5 up as an authority on municipal law or does he set him-
6 self up on personal injuries in motor vehicle accidents.
7 He hears from doctors.

8 We have appeared before the Commission, and
9 the members of the industry have appeared before them,
10 and they have turned a deaf ear, so they have not con-
11 sidered them one bit. I would say it appears they don't
12 exercise the same understanding of the law as a Judge
13 in Court, and they have no appeal and they only sit for
14 two hours a week. Mr. Allen is -- I imagine he is on
15 the Police Commission, if I am not mistaken. He sits
16 on the Metro Council. He has numerous other functions
17 to look after, and here is a man in two hours -- an
18 average of an hour a week -- who thinks that he can pro-
19 perly look after an industry such as the taxi cab in-
20 dustry or look after 82 industries or trades.

21 THE COMMISSIONER: Under the old system where
22 the license would be granted by a City Department, the
23 rate could be fixed and was fixed by City Council?
24 There was no appeal from City Council?

25 MR. KANE: No, there was not.

26 THE COMMISSIONER: But you feel being elected
27 representatives of the people it is possible to approach
28 them and argue with them, and always possible to in-
29 fluence the public and defeat them if they did something
30 which you didn't think was right?



1 MR. KANE: No matter how small the group is,
2 I think this is some right all citizens would enjoy.
3 In a practical sense I doubt if there would be very
4 many appeals from the decisions of the Licensing
5 Commission should appeal be made to a Council, to the
6 Metropolitan Council. I doubt if there would be very
7 many appeals sought, but there would be one on a case
8 of this nature because I believe Metropolitan Council
9 are behind us, and the late Mr. Summerville and Mr.
10 Givens and Mr. Lamport all made comments when we had
11 this sort of joint meeting of the Council and the
12 Commission, and they spoke and said that they didn't
13 see the justification for turning over \$1,000,000 to
14 Metro Council, and when they are asking for this in-
15 crease, this increase from \$50 to \$100, I think had we
16 had the right to appeal this, we would have been success-
17 ful on that point.



1 THE COMMISSIONER: I think I can
2 summarize your arguments in this way, correct me if
3 I am wrong: You are objecting to a non-elected body
4 imposing what you consider to be taxation without a
5 right of appeal?

6 MR. KANE: That is one of the reasons.

7 THE COMMISSIONER: That is substantially
8 your criticism of the Licensing Commission?

9 MR. KANE: That is one. Mr. Commission-
10 er, there is another problem and that has also found
11 considerable favour with the Council and with other
12 people, in addition to the gentlemen I mentioned, Mr.
13 Goodhead and Mr. Campbell. This is a vast industry
14 to legislate because of the fact you have 1,800 cabs
15 on the road. You have transient drivers. There are
16 problems in this area. It is difficult and almost
17 impossible to have it administered by part-time
18 commissioners who are employed in other occupations
19 and who will only sit for an hour or two hours every
20 two weeks and who will not listen to anybody from within
21 the industry.

22 We as the independent guild are not
23 trying to say that we have the greatest say or are
24 any more important than anyone else. We are suggesting
25 that there should be an advisory board made up of
26 someone from the independent, someone from the fleets,
27 someone from the drivers, the three people who are
28 concerned with the industry, and they should meet with
29 the Commission. They should not sit on the Commission
30 and make decisions. I think this type of Committee



1 would be able to be a listening post for other problems
2 within the industry and try to give effect to this by
3 legislation.

4 I think that if the Commission feels
5 there should be changes made within the industry, either
6 legislation or disciplinary action, that the Committee
7 themselves might be able to funnel this into the
8 industry.

9 This is the problem that there is no
10 communication whatsoever. There is an arbitrary rule
11 in giving all the decisions with no reasons whatsoever.
12 It is ruled there should not be more licences and
13 this is an arbitrary rule. That is what it will be
14 and there are no further answers to it. We want the
15 reasons. I think this attitude has only made the
16 industry turn up its back against them.

17 THE COMMISSIONER: You would prefer
18 a situation under which the Metro Council sets the
19 fee and the industry is administered by the Commission?

20 MR. KANE: As far as administration
21 is concerned I don't think we would mind being adminis-
22 tered by the Commission if we felt we were in a position
23 to advise them about the industry. That is the biggest
24 problem. They are part-time and we are full-time in
25 the industry. This is our problem as far as that is
26 concerned.

27 As far as the setting of the fee goes,
28 I think that if we are to be taxed for exactly what we
29 cost them that this creates a problem too because the
30 Licensing Commission has set up a great deal of



1 inspectors. This goes into the earlier brief. You
2 have the independents who say a great deal of the
3 fleet operation and their expense is being taken over
4 by the Commission in hiring of inspectors, which
5 has raised the expense to the industry, to which the
6 independents would have to contribute. This is where
7 you find the independents and the fleet owners against
8 each other.

9 We would like to see it split and
10 the independents pay for what they get and the fleet
11 owners pay for what they are getting out of it.

12 We would like to have some appeal
13 in the matter of taxation. If they are going to tax
14 us we would like to appeal to someone. The other
15 problem is, of course, if the Licensing Commission is
16 going to administer the industry they want a Commissioner
17 set-up to be full-time. I am sure the money put into
18 the Commission at the present time would support a
19 full-time Commissioner who looks after the taxicab
20 industry together with an advisory body. There is
21 enough money paid in now. I think the industry would
22 be glad to pay someone, someone such as Mr. Gibson,
23 who is the former Crown Attorney for the County of York;
24 someone like this who is now retired; someone along
25 this line who can give considerable time and he would
26 be paid some type of salary and also the Advisory Board
27 could meet with him. He could be responsible to some
28 type of elected body.

29 The Licensing Commission states that
30 80% of its business is concerned with the taxicab



1 industry. If that is so, either the taxicab industry
2 should be removed from their jurisdiction or other
3 trades should be moved to some other type of Commission.
4 The amount of fee paid to the Licensing Commission,
5 the three of them, is \$11,000 a year. That is \$11,000
6 for three members; five for the Chairman and three
7 for each member. I understand now they want to vote
8 themselves another raise of another thousand dollars.

9 THE COMMISSIONER: Are you suggesting
10 that is why the fee for taxicabs was raised?

11 MR. KANE: I suppose it will bear
12 some of the expense of that.

13 THE COMMISSIONER: I think I understand
14 your position, Mr. Kane. I will certainly give it
15 consideration.

16 MR. KANE: Thank you very much, Mr.
17 Commissioner.

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SUBMISSION OF THE AUTOMOTIVE TRANSPORT ASSOCIATION OF
ONTARIO (INC.)

APPEARANCES:

MR. C. J. HIGGINS, Secretary of Divisional
Activities

MR. HIGGINS: This is a very limited suggestion. I think the brief is a little complicated and I don't think I need to go into the brief to any extent. To put it succinctly, Mr. Commissioner, the control of local cartage is authorized under the Municipal Act by the Municipality and that authority can extend the area three miles beyond the municipality. In the case of inter-city movement it comes under the P.C.V. Act. It applies to movements more than three miles beyond the individual municipality and anyone authorized to serve a single municipality is allowed to serve an area three miles around that, except in the case of Metro.

Before Metro was formed all the various municipalities were in the same position. When Metro was formed they declared, and it is set out in the Municipality of Metropolitan Toronto Act, that for the purposes of the P.C.V. Act, Metro would be one urban zone. An urban zone, as I say, normally went three miles beyond. When you call that the urban zone you are in the Metro boundaries. This is a personal view but I think when this Act was set up this was probably a sound idea because you were merging a number of overlapping urban zones and to go beyond that might have been very conflicting. However, since that time



1 there have been pressures for service beyond the
2 boundaries of Metro and it came to a head in the last
3 year when applications were made, almost 200 of them,
4 to the Ontario Highway Transport Board for authority
5 to serve the Township of Toronto. I believe, I am
6 not sure of the exact number of licences, I think
7 somewhere in the neighbourhood of 180 licences were
8 issued, some to cartage people in Toronto to go into
9 the area, and some to people in inter-city service
10 under the P.C.V. Act were serving that area and the
11 area was extended to include the Township of Toronto.

12 Now the pressures are continuing on
13 all the boundaries and our thought is that it is perhaps
14 now time to put Metro back into the same position as
15 every other municipality and make Metro Toronto a
16 single municipality with a three mile urban zone. It
17 would permit anyone authorized to serve Toronto to also
18 serve that three mile zone in inter-city traffic and
19 would permit all the cartage people in Toronto to go
20 that far beyond the City in the service of local
21 traffic.

22 That is actually the whole thing, the
23 proposition. We think it would be in the interest of
24 better transportation in the area if that were done.
25 It would be a very simple thing. The brief makes some
26 suggestions. It would mean changing one word in the
27 Metro Act where it says for the purposes of the P.C.V.
28 Act, Metropolitan Toronto shall be one urban zone;
29 change it to "one urban municipality".

30 THE COMMISSIONER: What would be the



1 objection to your recommendation?

2 MR. HIGGINS: I am not aware of any
3 objection except that there are a very limited number
4 of licencees now serving such places as Markham and
5 Woodbridge, three or four companies who now have a
6 sort of protected territory. There usual protection
7 would be removed. It would not be removed within
8 the municipalities themselves, but in their urban
9 area it would be partly removed and they would suffer
10 and perhaps some sort of compensation or extention of
11 their licences to compensate might be arranged. I
12 believe there are a very limited number of companies.

13 THE COMMISSIONER: That is where
14 the opposition would come from?

15 MR. HIGGINS: I would think so. I
16 don't know why anyone would oppose it except, as I
17 say, for a limited number who now have protection in
18 some of these areas; but it is a very limited number.
19 As far as we know I would suggest not more than five
20 companies are involved.

21 THE COMMISSIONER: Well, I understand
22 your submission very clearly and I shall give it due
23 consideration. Thank you very much.

24 MR. HIGGINS: Actually one suggestion
25 is in effect. This has been done by administrative
26 procedure through the Ontario Highway Transport Board
27 as far as Toronto Township is concerned. We think it
28 would be better done by legislative procedure rather
29 than purely administrative procedure, as it has been.
30 This involves a situation where it is necessary to apply



1 for licences on an individual basis and it complicates
2 the situation and as far as our own P.C.V. people
3 are concerned it would not make any difference. It
4 does for the cartage operators.

5 THE COMMISSIONER: Thank you very
6 much. We will now adjourn until tomorrow morning at
7 ten o'clock.

8 ---THE HEARING WAS ADJOURNED UNTIL TEN O'CLOCK A.M. ON
9 JUNE 3rd, 1964.

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ROYAL COMMISSION

ON

METROPOLITAN TORONTO

HEARINGS

HELD AT

PARLIAMENT BLDG.,
TORONTO

VOLUME No. 15 DATE:

15

JUNE 3rd. 1964

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1
2 ROYAL COMMISSION ON METROPOLITAN TORONTO

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4 Hearings of the Royal
5 Commission on Metropolitan
6 Toronto, held at the Parliament
7 Buildings, Toronto, Ontario,
8 on Wednesday, June 3rd, 1964
9 commencing at 10:00 A.M. et seq.
10
11

12 PRESENT:

13 H. CARL GOLDENBERG, O.B.E., Q.C.

14 - Commissioner

15 F.H. FINNIS

16 - Secretary

17 L. FELDMAN

18 - Research Officer

19 T. PLUNKETT

20 - Municipal Consultant
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TORONTO, ONTARIO

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1 THE COMMISSIONER: Association of Women
2 Electors of Toronto.

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SUBMISSION OF

THE ASSOCIATION OF WOMEN ELECTORS, TORONTO

MRS. PATRICIA MURPHY, President

MRS. WALKER, Member

MRS. MURPHY: Mr. Commissioner, I am Patricia Murphy, the President of the Association of Women Electors. I have some of the other members of our association with me, my technical experts, so to speak. They can help answer questions if you will allow it, if necessary.

THE COMMISSIONER: Certainly.

MRS. MURPHY: I suppose we should be making the usual remarks, that we are delighted to be here; but it has been very interesting for those of us who have been able to come to these meetings. We have learned a lot that we didn't know before, and had a lot of new ideas to consider.

It is a little difficult to present a summary of this brief. It is a much condensed version already of the things we have discussed amongst ourselves. I would like to comment first on the first sentence of our brief which says "The comments which follow are based upon policies and studies by our Association before and since the inception of Metropolitan government for Toronto."

I wanted to stress this because we cannot



1 speak of things that we do not know about. We don't
2 have a lot of facts and figures that are available to
3 the municipalities; their officials have things we
4 don't know about, and this is what we know are avail-
5 able to you, so judge us accordingly.

6 I would like to say, too, that we are not
7 a taxpayers' group with a special or vested interest.
8 We are a group anxious that the level of government
9 which most immediately affects each of us will be good
10 government. We do not want a benevolent dictatorship.
11 We have often thought it might be handy, but not exactly
12 that.

13 We have been observing the Council and its
14 Committees and the Board of Education of Toronto con-
15 tinuously since 1938, and Metro and its Committees and
16 the Metro School Board since their beginning. No other
17 group has been able or willing to do this on a continu-
18 ous basis as we have. That is why we feel we can make
19 some comments from that point of view.

20 We are aware that some of the situations
21 mentioned in our brief have changed since we presented
22 our brief to you.

23 First of all, in the section we have on
24 education, we have commented on debenture debts and
25 maintenance assistance payments. This problem was
26 solved for this year by motion of the Metropolitan
27 School Board. As we have commented amongst ourselves,
28 it depends on whether you are for Metro or 'agin',
29 whether you thought this was a good idea or not. It
30 is the individual trustees that are having to make the



1 decision on a Metro Board, and it must be difficult for
2 them not to have local interests at heart when it comes
3 to an area-wide decision.

4 Further along on the second page, at the top
5 of the page, "we believe there are many advantages to
6 be gained from having local boards of trustees which
7 really have the power to initiate changes within a
8 local school system.", and we feel perhaps it would
9 have been very difficult for this to happen under one
10 large Board because there would be a vying for priority
11 on somebody's good idea, and a system that would allow
12 this kind of individual freedom or choice -- I noticed
13 that in many of the Boards of Education briefs from the
14 area municipalities they are all anxious to maintain
15 this local freedom or whatever you might call it; local
16 initiative, and under any system that might be inaugur-
17 ated I would hope that this kind of consideration might
18 be taken of these local interests.

19 THE COMMISSIONER: That is, you are refer-
20 ring to what they call freedom to experiment at the
21 local level?

22 MRS. MURPHY: Yes. Along this line we
23 thought it was rather interesting, the Forest Hill brief
24 became quite specific on what kind of organisation
25 might take place. Other school Boards have been pretty
26 vague. They have just wanted their local autonomy and
27 other advantages, but they have not been very specific.
28 We were a little bit specific and a little vague too.
29 However, we hope that our comments are of some small
30 interest to you.



1 One thing we did comment on, and we haven't
2 solved in our own minds is who is going to collect
3 taxes under a different system; whether it will all be
4 going to one Board and divied out. I am sorry, but we
5 have not been very specific.

6 Under welfare, since January 1964, Metro is
7 paying 20 percent of the grants made under the Welfare
8 Assistance Act. That is for all mandatory services.
9 This amount is the amount that the municipalities have
10 to pay over and above the provincial grant. This was
11 the outcome of the original proposal that all the wel-
12 fare departments should be amalgamated under the Metro
13 Department of Welfare.

14 Although some of the area municipalities
15 have adopted a limited medical welfare scheme, the Metro
16 Welfare Department has no information on the subject,
17 and to the best of its knowledge the area municipalities
18 have not adopted a medical welfare scheme.

19 The chairman of our welfare committee did
20 a spot check, and it resulted in the information that
21 Scarborough, for instance, does pay both doctors' bills
22 and medications, but only for limited periods. If the
23 doctors are prepared to accept the fee set by the
24 Department. The effort in procuring any information on
25 this subject seems to show that each welfare admini-
26 stration has quite different ideas on what sort of
27 services other than mandatory services are required in
28 their area.

29 This is reasonable in that the kind of
30 things that are needed in North York perhaps would



1 relate more to young families; the things that are
2 needed in the City of Toronto perhaps are needs of older
3 people, transients, indigents and people like that.
4 There needs to be some freedom for the needs of these
5 extra services, but we as an association are convinced
6 there are certain basic services that are the responsi-
7 bility of the Metropolitan area to provide to everyone;
8 not just charitable hand-outs, and we would like to see
9 that all the municipalities get a fairly high standard
10 of basic services in their area.

11 It is interesting to note too that we are
12 always talking about unconditional grants that go to
13 the various municipalities, and the various area muni-
14 cipalities that claim there is no question of these
15 grants necessarily being used for welfare purposes or
16 for welfare purposes only. They could be used for any-
17 thing they choose, as they are unconditional. However,
18 it has always been our understanding that the original
19 purpose of these unconditional grants was for welfare
20 services in the municipalities.

21 THE COMMISSIONER: It was so stated origi-
22 nally, but I do not think it was set out in the law.

23 MRS. MURPHY: This is what I understand,
24 that the intent was to provide this for the municipalities.
25 There is nobody can say they have to, but we feel they
26 should be used for that purpose when the intent was
27 there.

28 Under parks and recreation facilities,
29 there has been a lot of interesting discussion about
30 these. We want to note where we have said that major



1 recreational facilities should be distributed on a more
2 logical basis -- sometimes we hear a lot of comments in
3 the City of Toronto that other people are using our
4 facilities free. Well, when this is physically logical,
5 this is what should happen. It works both ways. It
6 seems to me that it is silly to provide two large faci-
7 lities in close proximity because one is in one area
8 and one is in another. It also works both ways, parti-
9 cularly in the City of Toronto, in that frequently it
10 is very difficult to get a facility in an area.

11 For instance, in Ward 9 -- I think they
12 call it the Texas Panhandle -- practically anyplace you
13 will put a facility is a perimeter area, and it is very
14 difficult for us to get things because it seems to be
15 so imbedded in the political mind that we don't want
16 them using our facilities that we don't get them either.
17 Perhaps a different arrangement for at least major
18 facilities would be more suitable for everyone.

19 I presume in your copy of our brief the
20 corrections of figures under the Housing section are
21 there.

22 THE COMMISSIONER: Yes.

23 MRS. MURPHY: Also I want to note that this
24 kind of a figure, as you probably know yourself, sir,
25 is very difficult to come by because everybody seems to
26 use a different basis, and there are so many variations
27 and combinations. I think it is reasonably accurate.
28 Also under the heading of Housing, the Central Housing
29 Registry has been established now. How it will work
30 out we haven't been able to observe. We hope it will



1 achieve the things that our Association hopes it will.
2 We have noted that in our brief.

3 We mention subjects like land use planning
4 and need for design control and things like that. If
5 you want me to elaborate on that, I will.

6 I think you have also a map that Mrs.
7 Johnson of our Association provided you with. It is
8 our idea of perhaps a division of the city or at least
9 of the Metropolitan area into fourteen different
10 districts. The figure for Willowdale should be 97,197.
11 I thought it was rather interesting that these have
12 names rather than numbers. It sort of soothes the local
13 interest.

14 I noticed in the brief of the City of Toronto
15 that Mayor Givens had interesting remarks on the ele-
16 ction of representatives -- I can't give you an official
17 opinion of the Association on this -- and perhaps you
18 will remember where he mentioned dividing the area into
19 twenty-four wards. We say fourteen, but it doesn't
20 really matter. I think there is some small merit in
21 this particular scheme if that is the kind of system
22 one wants to use.

23 I would like also to stress the last para-
24 graph of our brief. "Finally, we commend to your at-
25 tention the recommendations of the Royal Commission on
26 Local Government in Greater London (Paragraphs 758-763)
27 for an Intelligence Department, (in a Toronto context,
28 we visualize a Metropolitan agency supplying a continu-
29 ing stream of basic and applied research, to counsellors
30 and trustees, to administrators and to the public.)



1 in Metropolitan Toronto, the proposed municipal reference
2 library could be an important part of this function;
3 data processing machinery is already in use; the
4 Metropolitan and City Planning Boards, the Metropolitan
5 Housing Authority, the City's Education Centre, the
6 Metropolitan School Board and the Metropolitan Treasury
7 Department are only some of the authorities now carry-
8 ing forward research programmes of grave significance
9 to municipal decision-making. An organisation such as
10 ours is particularly aware of the great value a
11 Metropolitan Research Department would have in inform-
12 ing the public, in supplying data for sound planning
13 and in guiding local government to wise decisions."

14 The reason we are aware of this kind of a
15 need is that the question of a ward or size of a city or
16 size of a borough is a very difficult thing to talk
17 about. The needs may be quite different in another
18 ten years. What was big fifty years ago before the in-
19 vention of the telephone or such modern means of com-
20 munication does not apply any more in this day and age,
21 and whether it will apply in ten years, I don't know.
22 However, it seemed to me that, for instance, an alder-
23 man could avail himself of factual information very
24 easily in order for him to make a decision in council
25 on other than just political expediency or through lack
26 of information.

27 It seems to me in this day and age when we
28 have such methods of collecting data and distributing
29 it quickly and finding things out, that we would not
30 hear these complaints both from the elected representatives



1 and the employees of the corporations that they do not
2 have expert advice on many things and know it is avail-
3 able somewhere, but where?

4 I want also to express our great pleasure
5 that it is you, sir, that is heading this Commission
6 because you have a reputation in making very strong
7 recommendations in other areas, and we hope all our
8 problems will be solved by you. You have our very
9 hearty support, and we are a very good propaganda
10 machine if you need us. Thank you very much for hear-
11 ing our brief. We appreciate it very much, Mr.
12 Commissioner.

13 THE COMMISSIONER: Thank you. I have one
14 or two questions I would like to ask. You are free to
15 call on any member of your organisation if you want any-
16 body else to answer the question.

17 MRS. MURPHY: Thank you.

18 THE COMMISSIONER: On pages 2 and 3 where
19 you set up the division of responsibility between the
20 Metropolitan School Board and a borough school Board,
21 No. 1 at the bottom of the page you say that the
22 Metropolitan School Board should set the over-all sum
23 for local operational and capital budgets, and each
24 borough would be assigned a sum arrived at by a formula
25 and would budget it as it saw fit.

26 Do you have in mind a uniform tax rate for
27 education across the board, or would each borough have
28 its own rate?

29 MRS. MURPHY: Mrs. Walker, what do you say?

30 MRS. WALKER: I would think it would be a



1 uniform tax rate.

2 THE COMMISSIONER: Would you come forward,
3 please?

4 MRS. MURPHY: This is Mrs. Walker.

5 THE COMMISSIONER: Yes, Mrs. Walker?

6 MRS. WALKER: I would think it would be a
7 uniform tax rate; that this would be part of the purpose
8 of the over-all setup. There is a feeling on the Board
9 at the moment that one Board is contributing towards an-
10 other, and anything that can be done to make it an over-
11 all unit I think would be helpful.

12 MRS. MURPHY: Sums to the various boroughs
13 I would think would probably have to vary a little.
14 Some areas requires new schools and some areas require
15 re-conditioning of old schools.

16 THE COMMISSIONER: On page 3 you set out the
17 functions of the borough boards. I suppose when you
18 talk of the uniform rate you have in mind that that
19 would help to solve the problem of municipalities which
20 now have fewer tax resources than others?

21 MRS. WALKER: Yes, that is what we had in
22 mind.

23 THE COMMISSIONER: I just want to turn to
24 page 4 where you deal with welfare. Your organisation
25 is recommending amalgamation of municipal welfare
26 departments. Do you have in mind a department which
27 would be financed and administered by Metro or would
28 Metro supply the funds?

29 MRS. MURPHY: When we first advocated this
30 some time ago and set about making recommendations, we



1 were impressed at the way in the City of Toronto they
2 have, as I said, four district offices which operate
3 under one policy, but are able within that policy to
4 look after the particular needs of that district.
5 Whether an area needs more day-centres or does not,
6 these individual needs are looked after, and we thought
7 that such a system could very easily be extended to a
8 large area to the benefit of all.

9 THE COMMISSIONER: But you do not think --
10 at least I am trying to interpret your view -- you do
11 not think that one central office could administer wel-
12 fare for the whole area without local offices to meet
13 local needs?

14 MRS. MURPHY: Just for the geographical
15 size of the Metropolitan area, you have to have some-
16 place for people to go that is not way downtown or way
17 out in north Willowdale or something like that. As we
18 have said, you have to get quick help or immediate
19 help, you have to be able to go somewhere that is reason-
20 ably close to where you live. If you are violently
21 ill, you are not going to be able to take a 3-hour trip
22 downtown.

23 This is why we thought the system of district
24 offices has worked very well under one policy, and
25 could be extended. I think in one of our footnotes
26 here we mention the difficulty of getting emergency
27 financial help where the staff is not available at all
28 times as there is in other areas.

29 THE COMMISSIONER: So you want a uniform
30 welfare policy?



1 MRS. MURPHY: That would seem to be it.

2 THE COMMISSIONER: Administered with due re-
3 gard to particular needs to each local area?

4 MRS. MURPHY: I know we keep changing from
5 the borough system to Metropolitan system, but this is
6 because we can only discuss those problems that we
7 looked at. Many of our opinions were started to be
8 formed before you, sir, were appointed a Commission to
9 look into this matter.

10 THE COMMISSIONER: Well, I find your brief
11 very interesting.

12 MRS. MURPHY: Thank you.

13 THE COMMISSIONER: I am just trying to
14 clarify one or two points. I can appreciate the fact
15 you do not take a stand on the type of organisation,
16 over-all municipal organisation for the area.

17 MRS. MURPHY: Well, we had no way of ob-
18 taining the financial basis -- the financial part of
19 this whole problem seems to be the key to the dissension
20 all across the way, but it is not the sort of thing we
21 could possibly acquire. We can find out a lot of things.

22 THE COMMISSIONER: I do notice that you say
23 on page 7 "If total amalgamation of all municipal
24 functions is contemplated, we should like to stress the
25 desirability of an administrative district pattern
26 which coincides with the wards from which councillors
27 are elected."

28 You are saying that even under amalgamation
29 you would expect a considerable degree of decentrali-
30 zation?



1 MRS. MURPHY: Yes, I think that is what we
2 mean. We would suppose that you would have a works
3 division and welfare division and things like that to
4 coincide with the area represented by the alderman.
5 Even in the City of Toronto which is a fairly large
6 unit, this has to be so. I can't imagine any large
7 area that is not divided up into some sort of admini-
8 strative subdivisions, but we feel it should coincide
9 with the area represented by the elected person.

10 I think the idea of, for instance, nine wards
11 in Toronto is applicable. As I said before, the size
12 of a ward bears no relation in this day and age of
13 modern communication to the size of a ward fifty years
14 ago when you had to walk to see what was in your ward.

15 THE COMMISSIONER: You are saying that under
16 amalgamation it would not be a case of closing up all
17 the local offices and transferring all activities to one
18 central office in the downtown area? You would have to
19 replace the existing departments by local branches of
20 the central administration?

21 MRS. MURPHY: I would not expect that the
22 present ones --

23 THE COMMISSIONER: No, no.

24 MRS. MURPHY: There would have to be some
25 subdivision of the responsibility with a central policy.

26 THE COMMISSIONER: It is the central policy
27 and uniform policy that you have mentioned that is
28 important?

29 MRS. MURPHY: If you are going to have
30 total amalgamation, yes. I think that the variance in



1 policy is -- well, for instance, in welfare services we
2 feel that this is not fair to people; that these are the
3 responsibility of the community, not just whether they
4 want to feel like giving charity or not.

5 THE COMMISSIONER: I understand. Thank you
6 very much for your presentation.

7 MRS. MURPHY: Thank you very much, Mr.
8 Goldenberg.

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SUBMISSION OF THE BOARD OF TRADE OF
METROPOLITAN TORONTO

APPEARANCES:

MR. JOHN H. TAYLOR, President.

MR. MURRAY BOSLEY, Chairman of the Board's
Metropolitan Government
and Finance Committee.

MR. DAVID B. MANSUR, Member of Committee and
Past Member of the Board's
Council.

MR. HUGH LEMON, Planning Secretary.

MR. GERALD O'CONNOR, Assistant Legal Secretary.

MR. TAYLOR: Mr. Commissioner, I am
John Taylor, President of the Board of Trade of
Metropolitan Toronto. With me in the delegation from
our Board are: Mr. Burry Bosley, Chairman of the
Board's Metropolitan Government and Finance Committee,
who will be our principal spokesman; Mr. David B.
Mansur, a member of that Committee and Past Member of
the Board's Council; two members of the Boards staff,
Mr. Hugh Lemon, our Planning Secretary and Mr. Gerald
O'Connor, our Assistant Legal Secretary.

The Board of Trade supported the form
of Metropolitan Government recommended in the Cumming
Report of January 1953. The Board in particular
agreed with a statement in that Report to the effect that
any plan suggested should be "acceptable and practicable
and not too far in advance of the existing level of public
opinion..." The Board today is no less conscious of the
importance and the validity of that concept.

More than ten years have passed since



1 Metropolitan Toronto, as an entity, came into being.
2 Its critics have been many and their criticisms have,
3 on occasion, been severe in intensity. Although
4 alternatives to the existing form of Metropolitan
5 Government have been suggested, it is interesting
6 to note that there is little or no support for a
7 return to local government in the form in which it
8 existed in the Metropolitan Area before 1953.

9 Our brief does not advocate any
10 particular form of local government. It does attempt,
11 however, to indicate those principles, and those areas
12 of concern, which ought to be taken into account in an
13 assessment of our local political institutions as they
14 are now and as we think they should be in the future.

15 Now, Mr. Commissioner, with your
16 permission, I would like to call upon Mr. Murray Bosley
17 to handle the formal presentation and discussion of
18 the Board's brief, which has of course already been
19 filed with you.

20 MR. BOSLEY: Mr. Commissioner, I must
21 confess to some ignorance as to your *modus operandi*.

22 THE COMMISSIONER: If you were a
23 member of the Association of Women Electors you would
24 have had a representative here almost all through the
25 hearings. That is where they are up on the Board of
26 Trade.

27 MR. BOSLEY: Yes, I see.

28 THE COMMISSIONER: I have read your
29 brief.

30 MR. BOSLEY: And you have had an



1 opportunity, I presume, Mr. Commissioner, to read it?

2 THE COMMISSIONER: Yes. It is not
3 a long brief. If it would be easier for you to read
4 it, without reading my terms of reference which you
5 have at the beginning, I will leave it entirely to
6 yourself.

7 MR. BOSLEY: If you would like me
8 to do that I shall certainly do it.

9 THE COMMISSIONER: I leave it entirely
10 to you.

11 MR. BOSLEY: Are there any points in
12 the brief, Mr. Commissioner, which you would like us
13 to discuss in particular?

14 THE COMMISSIONER: Well, I have one
15 or two questions as we go along. Perhaps the best
16 thing would be to start reading the brief from the
17 middle of page 2. I don't want to dictate your methods.
18 I leave it to you. As it is a short brief I could
19 pose questions as you go along, if you don't mind, and
20 then they could be answered by you or any member of
21 your delegation, if you want to call on them.

22 MR. BOSLEY: Thank you very much.

23 "It appears that the democratic
24 quality of government in relatively small municipal areas
25 has advantages in that it enables closer contact between
26 the citizens and municipal government. It is sometimes
27 said that it should be possible in the case of a
28 municipal government over a large area to establish the
29 desirable closeness of contact between citizens and
30 municipal government through having a large municipal



1 council so that only areas of reasonable size would be
2 represented by each member of council. If this were to
3 be done, however, the resulting form of municipal govern-
4 ment would hardly be workable. To refer to only one
5 problem involved in a large municipal council, so long
6 as members of the council are elected, it is essential
7 in the electoral process for them to each place themselves
8 on record when problems are discussed which are of
9 interest to the voters in their constituencies. This
10 leads to a very large degree of repetitive statements
11 placed on record by members of the council for their
12 use in future election campaigns.

13 Also, government through smaller
14 municipal areas enables the provision of services of a
15 kind and on a scale that is more appropriate to the
16 desires and needs of the localities; for instance, the
17 requirements for garbage services in a small residential
18 area are simpler than in a large concentrated area which
19 involves the problems consequential upon apartment
20 dwelling and business and industrial areas. Where,
21 however, such services become the function of a municipal
22 government over a large area, there are pressures for the
23 establishment of a higher or a different standard of
24 service throughout the whole area than may be considered
25 necessary or suitable in some parts of it.

26 Against the values of municipal govern-
27 ment inherent in relatively small municipalities
28 referred to in the previous paragraph, there are
29 advantages to be obtained in large municipal governmental
30 operations in areas of efficiencies and avoiding over-



1 lapping of functions and duplication of services which
2 result in higher financial costs in smaller municipal
3 units. An example of what is involved in this regard
4 occurs when various small municipalities have full-
5 fledged engineering departments and the central
6 municipal government has no lack of engineering
7 personnel.

8 In addition, large municipal areas
9 make for greater equity in the field of taxation. For
10 instance, some local areas which are mainly high-class
11 residential in character have practically no welfare
12 costs. However, many of the residents in those areas
13 have business interests in other parts of the
14 metropolitan area which contribute to the welfare
15 costs borne by other local areas.

16 The choice in Metropolitan Toronto rests
17 on whether the quality of municipal government
18 obtainable in smaller municipalities outweighs the
19 efficiencies of government and financial savings
20 obtainable through amalgamation or merger of small
21 municipalities into larger municipalities. The
22 determination of this question involves an inquiry which
23 the Board feels is wider than it can undertake effectively.
24 It is, therefore, pleased that it has been undertaken by
25 your Commission.

26 Population Growth and the Future Urban Area:

27 The north shore of Lake Ontario,
28 particularly from Oshawa to Hamilton, has historically
29 shown a greater rate of growth than the Province as a
30 whole(1). The Toronto area in particular has proved to



1 be a powerful attraction to people from many places. It
2 contained $9\frac{3}{4}\%$ (2) of the national population in 1961
3 and by 1980 is expected to contain $10\frac{1}{2}\%$ (2). The
4 character of the population has changed from predominant-
5 ly rural until in 1961 96.3% (3) were people with
6 urban characteristics. The population within approxi-
7 mately 40 miles of Toronto City Hall has increased
8 from 1.36 million (3) in 1951 to 2.09 million (3) in
9 1961 and is expected to reach 3.78 million (4) by 1986."

10 The authority for these statements
11 are on the Appendix at the back of the brief.

12 "The Shape and Form of the Future Urban Area:

13 We in this generation are setting in
14 place the framework on which the metropolis of the
15 future will be created and the environment in which people
16 will live. One continuous urban community of 4 million
17 people is a very real possibility by the turn of the
18 century.

19 It is evident that the local communities
20 along the lake front from Oshawa to Hamilton could
21 coalesce into one huge urban community without the
22 advantages of choice of form, or forethought in terms of
23 efficiency in providing basic public services and a satis-
24 factory human environment.

25 It is, in our opinion, essential to
26 study the whole of the area over which urban settlement
27 is expected to take place, if for no other reason than to
28 effect economies in the provision of the basic area
29 services of water, sewers and transportation, including
30 both rail and highway. It is equally important to



1 establish guide lines which will preserve the natural
2 resources of air and water and avoid the problems of
3 urban sprawl.

4 Basic Regional and Metropolitan Services which Influence
5 the Shape of the Urban Area.

6 It is our opinion that the shape and form
7 of an urban area is influenced first by geography and
8 the physical features of the terrain and then by the
9 things which man builds, particularly highways,
10 railways and public transport, a water supply and sewage
11 disposal. Their establishment influences the shape and
12 form of the urban community.

13 Potable water and clean air are essential
14 to life. Much more is demanded for urban life in our
15 society and as fields become cities many amenities must
16 be preserved and established. All require large
17 amounts of capital. We must exercise forethought over a
18 wide area to even maintain the standrad of urban environ-
19 ment we have achieved.

20 The Scale of Problems, Regional and Local, and Levels of
21 Decision Making.

22 We submit that there are ranges of
23 problems and that there are levels of decision making
24 associated with the preservation and establishment of
25 the necessary urban amenities. There are matters of area-
26 wide and regional significance, extending over the
27 whole of the expected area of urban settlement and there
28 are local matters of significance over only a limited
29 part of the area.

30 Matters of regional significance are
many and without implying a limitation we submit that the



1 study and planning for provision of services such as
2 mass public transportation and highway facilities plus
3 the filtration and disposal plants and trunk mains of
4 the water and sewerage systems can only be adequately
5 carried out over a very wide area. Their establishment
6 influences the whole distribution of land use and the
7 timing of development. At the other end of the scale,
8 but equally essential to a satisfactory environment, is
9 such local neighbourhood matters as playgrounds for
10 children, the width of sidewalk, if any, on a residential
11 street, neighbourhood skating rinks and swimming pools
12 and a whole range of local improvement matters. "

13 THE COMMISSIONER: After you have
14 eliminated the matters of area-wide importance, do
15 you think the local matters are sufficient to warrant
16 the continuance of local units within the area?

17 MR. BOSLEY: I think that probably
18 our view would be that we would hope whatever comes
19 from these discussions would lead to a borough system
20 perhaps where at least the local member, if you like,
21 of the overall Council would be responsive to the
22 desires and wishes of the residents of his area.

23 THE COMMISSIONER: That is not exactly
24 my point. What I am really asking is this: After
25 you have eliminated the matters which you consider of
26 regional importance, of area-wide importance, would
27 there be enough left to warrant breaking up the area
28 into a number of boroughs or local municipalities; or
29 would it not be better to leave the whole thing to one
30 government, call it an amalgamated government or whatever



1 you wish.

2 MR. BOSLEY: I think I would have
3 to say we think there would be enough of those local
4 things to leave some form of smaller unit.

5 THE COMMISSIONER: They would be viable,
6 they would have enough to do to justify their existence?

7 MR. BOSLEY: I think so.

8 THE COMMISSIONER: Because that is a
9 very important consideration.

10 MR. BOSLEY: Yes, of course it is.

11 "The fact that there is range in terms of
12 problems must be reflected in the structure of the
13 Government institutions we create.

14 The Structure of Local Government:

15 The structure of local government is the
16 real question which is under examination by the
17 Commission and we submit that whatever form may emerge
18 certain principles must influence and become an integral
19 part of it.

20 (1) The same level which has the responsibility
21 for planning the basic urban services and
22 amenities must have the authority and
23 financial resources to bring the facilities
24 into being."

25 THE COMMISSIONER: Are you saying
26 there that if, for example, the Metropolitan Corporation
27 is retained and it is given the responsibility to plan
28 certain area-wide services, that it should finance them
29 and administer them?

30 MR. BOSLEY: I believe so.



1 THE COMMISSIONER: What would you
2 think of the metropolitan unit, the metropolitan
3 municipality setting the policies, controlling the
4 financial resources, but leaving the administration to
5 the borough municipalities, or whatever you call them?

6 MR. BOSLEY: That really is a point
7 which has never been considered in my Committee, I don't
8 think, Mr. Commissioner.

9 THE COMMISSIONER: Have any of your
10 members any views?

11 MR. BOSLEY: I don't know. It would
12 be interesting to hear them if they have.

13 THE COMMISSIONER: Has Mr. Mansur
14 something?

15 MR. BOSLEY: He probably has something
16 he would like to say on that subject.

17 THE COMMISSIONER: I don't want to
18 take advantage of the fact that I have known Mr. Mansur
19 for many years. I think he gets my question.

20 MR. BOSLEY: I think we both get your
21 question. I think it is a fact which has not been
22 discussed by the group.

23 THE COMMISSIONER: If Mr. Mansur has
24 a view which he would care to express for the record
25 I would be glad to hear it. If he does not want to I
26 won't compel him to do so. It is a matter which gives
27 me a great deal of concern.

28 MR. MANSUR: Mr. Commissioner, I find
29 myself in rather a difficult position. As you realize,
30 the brief is drawn up in the judgment of the Board of



1 Trade. I think anyone who is living in this community
2 and who has been interested ever since long before
3 Bill 80 must of necessity come up with some personal
4 views. I hesitate at this time, Mr. Commissioner, to
5 impose or voice my personal views that would be in
6 any way interpreted as the views of the Board of Trade.
7 Mr. Commissioner, if the Commission would like at any
8 time for me to express my personal views I will have
9 no hesitation in doing so, either this morning or
10 at a later date.

11 THE COMMISSIONER: Thank you. You will
12 have the opportunity of doing so.

13 MR. BOSLEY: "(2) It is essential to
14 maintain a high degree of political responsibility to the
15 electorate. Without in any sense turning our backs
16 on the philosophical and intellectual thought over the
17 centuries with respect to the purpose of government but
18 with a sense of need for a summary statement to give
19 emphasis to the importance of maintaining political
20 responsibility to the electorate, we suggest that the
21 main purpose of government in our society is to do those
22 things which are conceived to be best done collectively
23 and in determining what is best we rely on the ability
24 of elected representatives to interpret what the majority
25 of the electorate desire.

26 We therefore further suggest that it is
27 of major importance to maintain a relationship between
28 the elected representative and the size of the electorate
29 which will permit the process of interpretation to take
30 place. The size of the electorate may, however, vary



1 depending on the scale of problems confronting the
2 level of government to which he is elected. For example,
3 a person may represent many more people if the decisions
4 he will be expected to make are with respect to area-
5 wide or regional matters than if they are of purely
6 local interest.

7 (3) The responsibilities of municipal govern-
8 ment have become more and more extensive as the popu-
9 lation continues to become more predominantly urban.
10 Technical and administrative skills at professional
11 level are essential. The structure of government there-
12 fore must be such as to attract and support competent
13 and well trained professional and administrative
14 officials."

15 THE COMMISSIONER: I take it you are
16 suggesting there that units which are too small would
17 not be able to do that?

18 MR. BOSLEY: That is correct, sir.

19 "The Size of Local Political and Administrative Units.

20 We suggest that there is a need for
21 either the Province to take a much more active role in
22 the study, planning and provision of regional services
23 or the extension of the area over which a revised system
24 of Metropolitan Government would have jurisdiction.
25 If the latter course were followed a clear division of
26 responsibilities as between the Metropolitan level and
27 local level would need to be devised as well as a
28 re-examination of present local municipal boundary lines
29 with a view to creating new local units of government or
30 new local units within the structure of one Metropolitan



1 level of government.

2 Whichever course is pursued a balance
3 must be struck wherein the new level or levels of local
4 and metropolitan government are large enough to
5 provide a financial base in relation to responsibilities
6 and to attract competent elected representatives and
7 officials but small enough to demand political
8 responsibility."

9 THE COMMISSIONER: You take no formal
10 stand on the form of government that you would like
11 to see recommended but I assume that as between
12 Metropolitan government and amalgamation you prefer
13 a revised form of Metropolitan government?

14 MR. BOSLEY: That is right, yes, sir.

15 THE COMMISSIONER: That is putting it
16 correctly?

17 MR. BOSLEY: That is correct, sir.

18 THE COMMISSIONER: I think that is all.
19 Thank you.

20 MR. BOSLEY: Thank you very much for
21 the opportunity, sir.

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SUBMISSION OF THE GREATER TORONTO
BUSINESSMEN'S ASSOCIATION INC.

APPEARANCES:

MR. ALLAN M. PERLY.

MR. PERLY: Mr. Commissioner, with your permission I would like to read this brief, which is brief.

THE COMMISSIONER: It is brief, yes.

MR. PERLY: At certain points I have been asked by the Association to make additional comments and of course I would welcome any interruptions and questions as I run along.

From preliminary discussion to the final draft of this brief, two major objectives have been repeatedly expressed by the members of this federation of Metro business associations concerning the future of Metropolitan Toronto. (1) that the central Metro government be strengthened, be made more efficient and more equitably representative of the population by areas. (2) that this centralization of Metro government be counterbalanced by the utmost effort to retain ready access of the people to their government and to the servicing of their purely local but important needs.

Seemingly, the two desires are at cross-purposes; in fact, a reconciliation is possible and practical. It is the primary purpose of this brief to outline an integrated plan for municipal government in the Metro area which will strengthen the scope and functions of the Metropolitan Council while



1 bringing municipal representatives closer to, and
2 not more remote from, the people who elect them.

3 It is axiomatic to our membership
4 that, no matter what other changes may be effected,
5 those areas of municipal government which deal with
6 problems common to all parts of the Metro area should
7 be specifically and progressively assigned to the
8 Metro government.

9 Now we have found our membership
10 discussing the advisability and reaching the
11 conclusion that we wish to have for the Metro area
12 a uniform closing hour legislation identical with
13 that achieved in Hamilton through the Hamilton City
14 Council and seven adjoining municipalities. We are
15 not only confronted with the problem of dealing with
16 thirteen municipalities but we have periphery
17 municipalities and a whole group of satellite
18 municipalities around it, which should be visualized
19 in the Metro planning area. I believe I am correct
20 in saying there are 22 municipalities in all within
21 the Metro planning area. The area of jurisdiction
22 should be identical with that of the Metro Planning
23 Board.



1 In this regard, our members have made refer-
2 ence to public housing, welfare, library facilities,
3 fire protection and municipal off-street parking as
4 among those fields of responsibility presently suffering
5 from duplication of administration, inequity in level
6 of services and neglect arising in some cases through
7 ill-defined jurisdiction between the area municipalities
8 and Metro.

9 THE COMMISSIONER: Did I understand you to
10 say that you want public housing, welfare, library
11 facilities, fire protection and municipal off-street
12 parking added to the functions of the Metro government?

13 MR. PERLY: Certainly we would want Metro
14 to set standards for it. On the question of admini-
15 stration of them, I believe that the majority of our
16 membership would feel that in the later suggestion of
17 five boroughs that many of the powers of administration,
18 certainly in the early years of any changed set-up
19 might easily be handled by the borough councils. The
20 financing of them should come from Metro. The policy
21 should be absolutely uniform over the entire Metro
22 area, and we think there is considerable merit to having
23 administration handled through borough councils because
24 you are now getting down to details in some cases which
25 are better understood by people in smaller units and
26 yet the units would be large enough to have the broad
27 view of a common policy.

28 THE COMMISSIONER: When you say that functions
29 should be financed by Metro, you mean Metro should raise
30 the money?



1 MR. PERLY: Yes.

2 THE COMMISSIONER: And hand it over to the
3 local municipalities to spend it when they administer
4 the service?

5 MR. PERLY: No, we believe that a budget
6 should be set up -- we propose a five-borough system
7 where the needs of the five boroughs could be deter-
8 mined by the statistics available, indicating need in
9 that field, whether it is education, parking or what-
10 ever it is. It is budgeted for the year, and general
11 guidelines are set down for the spending of it, and
12 after that the purely administrative but not policy-
13 making functions in those things where policy is set by
14 the Metro government would be administered by borough
15 councils.

16 THE COMMISSIONER: You want Metro to set
17 policies over a wider field of activity?

18 MR. PERLY: Than the present borders of
19 Metro?

20 THE COMMISSIONER: Yes.

21 MR. PERLY: Only in those cases, two of
22 which we have mentioned previously, the Metro Planning
23 Board and this case of legislation dealing with closing
24 hours where it is not possible to stop at the boundaries
25 of Metro and have any effect for the Metro area itself.
26 I would assume that in any other problems where the
27 functioning of Metro, the ideal, the desire, is to be
28 achieved is negated by the fact it requires inclusion
29 of a wider area, then I think the Province must clarify
30 this point once and for all. We are later making the



1 suggestion about chairmanship, some type of permanent
2 liaison between the Metropolitan Council and the
3 Province, so that when these needs become evident -- it
4 might be a matter of transportation which I am certain
5 the Province is going to have to take a much more inti-
6 mate part in solving -- that the Province then arm Metro
7 through successive bills or amendments to a new Act
8 which we propose in order that we may very quickly be
9 able to deal with changing realities and be able to plan
10 these things.

11 I think this can be a very big problem, and
12 I speak personally as I am a map publisher, and I will
13 be publishing a map of Toronto where we go from the
14 other side of Bowmanville almost to Hamilton and north
15 of Newmarket in order to get adequate coverage to what
16 we call Greater Toronto.

17 There is near-unanimous agreement among our
18 members that Metropolitan Toronto has now a surfeit of
19 government and governments. While our City of Toronto
20 members have in the past leaned strongly towards the
21 much-mooted idea of a single, amalgamated city, there
22 has been in the last year, partly in deference to the
23 desires and opinions of our suburban associations, a
24 noticeable swing to the so-called borough system.
25 While there is a difference of opinion as to whether
26 boroughs will provide a permanent solution, there is
27 general agreement that, at least as an interim measure,
28 -- by that I mean I believe most of them were thinking
29 of a five to ten-year period -- they will achieve the
30 desirable end of decisively reducing the number of area



1 governments from 13 to say 5.

2 Yes, 5 is the number of boroughs which
3 makes most sense to us -- not because of any magic in
4 the number, but because it lends itself to the simplest,
5 most logical and least destructively disturbing geo-
6 graphical division of the Metropolitan area. Specifical-
7 ly, we believe the five ideal boroughs to be:

8 (1) ETOBICOKE - with the addition of the Lakeshore
9 municipalities of Long Branch, New Toronto and Mimico
10 -- thus incorporating within one borough all of
11 Metropolitan Toronto lying west of the Humber River.

12 (2) NORTH YORK - with the addition of the Town of
13 Weston.

14 (3) SCARBORO - as is.

15 (4) & (5) A split of the remainder of Metropolitan
16 Toronto at Yonge Street into EAST TORONTO and WEST
17 TORONTO. Thus, Swansea, York Township and Forest Hill
18 and that part of the City of Toronto west of Yonge
19 Street would together form the borough of WEST TORONTO.
20 Leaside and East York and that part of the City of Toronto
21 to the East of Yonge Street would become the borough
22 of EAST TORONTO.

23 THE COMMISSIONER: You really think it
24 realistic to talk in terms of splitting the City of
25 Toronto at this stage?

26 MR. PERLY: Yes. We continue further on
27 here and we make the statement that the City of Toronto, the
28 only one of the thirteen area municipalities to be
29 divided between two boroughs, would retain in part the
30 name Toronto, and would suffer division in only two of



1 its nine wards, Ward 3 and Ward 9, and at that wonder-
2 ful East-West divider, Yonge Street.

3 In terms of records, in a later part we go
4 on to point out that there is no problem; that Toronto
5 is maintaining many of its records by wards now, and
6 Yonge Street is a marvellous street to split. If it
7 crosses Yonge Street and it carries east and west, it
8 has the name. Yonge Street is a wonderful divider,
9 and the shifting of records would be a matter of a
10 very, very short period of time.

11 I feel there is no way of getting these
12 contiguous areas to Toronto in with Toronto, without
13 splitting Toronto at Yonge Street, because in the end
14 if you are favourable at all to a borough system, the
15 maintenance of Toronto as a single unit and then any
16 additions to it would make it so unweildy you couldn't
17 have any balance either in the present or in the future
18 between the boroughs.

19 THE COMMISSIONER: You think it is a rea-
20 listic proposal, something that could be put into
21 effect?

22 MR. PERLY: Why not?

23 THE COMMISSIONER: I am asking you the
24 question.

25 MR. PERLY: I see no physical objection,
26 and I see no planning objection. It fits in with the
27 totality of this plan, which in itself I think is e-
28 minently desirable and practical.

29 We make the point here, Mr. Commissioner,
30 that no municipality other than the division at Yonge



1 Street in the City of Toronto would be segmented.

2 Since this brief was prepared we have read the press
3 reports of very intelligent and worthwhile presentations
4 made to you, but in most cases municipalities were get-
5 ting badly split up, a number of them.

6 THE COMMISSIONER: Why do you think you
7 should get credit for not recommending the splitting up
8 of other municipalities and that the splitting up of
9 Toronto would work very easily?

10 MR. PERLY: Because primarily our primary
11 interest is you can't function in municipal government
12 without records. Many of our businessmen require con-
13 stant access to records. If these records go over en-
14 tirely from one municipality to a borough, there will
15 be none of them lost, and there will be no searching
16 for them.

17 If it is required to maintain certain con-
18 ditions of zoning for a period of time, then the by-
19 laws will all be available in one place as they apply.
20 Now, any of the other suggestions of divisions into
21 boroughs that we have read do not have this merit.
22 They have the basic defect that the disturbance of
23 creating a borough would be immensely greater than we
24 lieve our suggestion is. We see no merit in a disturb-
25 ance that can be avoided.

26 THE COMMISSIONER: You don't think the sug-
27 gestion by me that Toronto be split would cause a
28 slight disturbance?

29 MR. PERLY: Well, if you are going to set
30 up any type of borough system you will probably impinge



1 on the City of Toronto in some way or another, but if
2 you are only affecting two of the nine wards, and at
3 Yonge Street, I think this is about the simplest type
4 of disturbance that could be made. If you had amal-
5 gamation and had no boroughs it will be a serious dis-
6 turbance to the City of Toronto. Yet those people who
7 favour it have not recognized the disturbance to Toronto
8 as being an overwhelming argument against amalgamation.

9 Each of the five boroughs is justified by
10 its location, area, population and future activity.
11 None would, primarily, be the creation of historical
12 happenstance, as in the case of a number of the exist-
13 ing area municipalities.

14 The urgent importance of records in the
15 municipal life of a metropolis cannot be overestimated.
16 In the above plan of boroughs, unlike other suggested
17 borough divisions, there would be no years-long chaos
18 in the transfer and locating of municipal public re-
19 cords. Records of each of the twelve suburban munici-
20 palities would be entirely within one of the five bo-
21 roughs. Of the City of Toronto, Wards 1, 2 and 8 would
22 find their place with East Toronto; Wards 4, 5, 6 and
23 7 with West Toronto. As far as Wards 3 and 9 are con-
24 cerned, even numbers on Yonge Street are on the west,
25 odd numbers on the East; streets crossing Yonge Street
26 are named east and west; other addresses in these two
27 wards are quickly sortable to east or west of Yonge
28 Street.

29 And how shall the Metropolitan Council be
30 constituted? It is our considered suggestion that



1 each of the five boroughs be divided into five Metro
2 wards, that from these twenty-five Metro wards by ward
3 election should come twenty-five Metro councillors who
4 will form the Metro Council. On the question of chair-
5 manship a number of views are held by our members:

6 (1) The present system of having the chairman chosen by
7 the Councillors (2) A chairmanship rotating between the
8 boroughs (3) A non-political chairmanship or co-
9 chairmanship -- the person or persons to be chosen
10 jointly by the Province and the Metro Council from
11 among trained administrators of near-Deputy Minister
12 calibre.

13 It is interesting to note that while the
14 method of selection of Metro Councillors would be very
15 different, the number on Metro Council would remain the
16 same -- twenty-five. The present Metro Council is a
17 hodge podge of large area municipalities and small ones,
18 alderman and controllers and mayors and reeves -- all
19 with the same voice and vote. Under our suggested
20 Metro ward system the twenty-five councillors would
21 emanate from approximately equal areas and each would
22 enjoy equal status. It is a matter of prime importance
23 that no Metro councillor be permitted to serve as a
24 borough alderman and vice versa. It is not possible for
25 anyone to perform with maximum effectiveness while
26 serving on the councils and committees of both Metro
27 and a borough.

28 I pause at this moment, Mr. Commissioner;
29 since writing this brief there has been considerable
30 reaction from our membership who feel this is one of



1 the basic defects and it has not enjoyed the comment
2 that it deserves; that we are taking human beings and
3 asking the impossible of them, and the efficiency and
4 the ability to have a few spare hours to do research
5 and to be informed on important questions coming before
6 them is seriously invaded by asking people to serve not
7 only on two councils -- most of them are reeves; others
8 are controllers -- to serve on the committees of two
9 councils, but also to perform a certain number of
10 social functions for two councils.

11 THE COMMISSIONER: You consider that the
12 basic defect of the Metropolitan system of government?

13 MR. PERLY: I don't know whether it justifies
14 the term the basic defect, but a basic defect.

15 THE COMMISSIONER: But you know in Winnipeg
16 the Metropolitan councillors are elected, and the law
17 says a Metropolitan councillor shall not be a member
18 of a local council, and that is considered the basic
19 defect of the Winnipeg system.

20 MR. PERLY: That may be so, but we as
21 businessmen have our experience with badly overworked
22 councillors, and I do not think in any human activity with
23 a premium on everything there is a field of acti-
24 vity that can't properly be coped with by a single
25 human being.

26 I suggest under our system there would not be too large
27 a group of people concerned with municipal affairs,
28 but I would certainly like to see people on Metropolitan
29 Council more concerned with Metro affairs. I don't
30 think many of them have sufficient time to develop



1 Metro information on area-wide problems, and to develop
2 an area-wide view.

3 In some cases the physical handicap of time
4 encourages parochialism that might not obtain if they
5 were primarily concerned with the problems of Metro
6 alone and not the area problems, and didn't have to re-
7 act to the pressures that arise in the areas.

8 In legislation establishing the five bo-
9 roughs, provision should be made for uniformity among
10 the boroughs in the titles and the offices held by
11 those elected to the borough councils. Consideration
12 could be given to retaining within borough elections
13 and operations the same five wards as in the Metro
14 administration.

15 The reason we offer this solution, we feel
16 that possibly the wisest solution to the problem is a
17 half-way-house between, between over-abundance of muni-
18 cipalities we have and outright amalgamation. If we
19 are going to have a group of boroughs, whether it be
20 four, five or six, you have to get to the people in a
21 way that they don't feel divorced and estranged either
22 by geographic distance when going down to the office
23 or by lack of access to an elected member.

24 We are now convinced possibly the best
25 system would be to have in each borough a borough
26 president, a Board of Control and two alderman from
27 each ward. It then means that each ward has a Metro
28 councillor and it has two borough aldermen. On a local
29 problem if there were any overlapping between financing
30 or planning going on, you would have at least three



1 people in each ward who are concerned with that geo-
2 graphical unit both in administration in the boroughs
3 and the minor local matters and in the major effects of
4 the Metro sovereignty.

5 The function of the borough councils can be
6 no more and no less than to administer those local
7 matters, responsibility for which the Metro Council has
8 not assumed.

9 And what will our proposed integrated plan
10 achieve? First, the reduction in the number of area
11 municipalities from 13 to 5. Instead of one councillor
12 from Swansea and one from Scarboro, the plan will ach-
13 ieve equalization of Metro Council representation from
14 the twenty-five Metro wards; the election of councill-
15 ors to serve either on Metro or on their borough, but
16 not on both, notable relief to everyone in the flagrant
17 inequities of the present area municipalities in their
18 by-laws and administration in such vital matters as
19 public housing, provision of public off-street parking,
20 tax grants to veterans and charitable groups, support
21 of hospitals, powers under private bills to charge
22 public needs as local improvements, erection and dis-
23 play of business signs, the laying of charges under the
24 Lord's Day Act and so on -- ad nauseam.

25 At least we may hope under the improved set-
26 up to have a considerable gain in uniformity throughout
27 the Metro area of municipal governments' concepts and
28 attitudes towards social obligations, towards the sup-
29 port of the arts, towards the constant struggle of small
30 businessmen for survival.



1 I would like to pause here and tell you,
2 Mr. Commissioner, what has happened to us in a fairly
3 central area of Eglinton-Bathurst where on one side of
4 the street we have York Township, and that is on the
5 south side, and on the north side we have Forest Hill.

6 Forest Hill has no parking authority. York
7 Township has a parking authority. It took four years
8 to get the two councils to even have one meeting to
9 jointly discuss public parking. The discussions on it
10 were not of a calibre of a borough council. If we may
11 leave it just at that.

12 There were pressures from private people
13 operating very small and inadequate parking lots.
14 Studies were made and never furnished back to the
15 merchants. And there is a general feeling of business
16 in that area that if the Metropolitan Council which has
17 sovereignty over the roads -- these are Metro roads --
18 will not take parking in as part of the total traffic
19 problem, then you get the ridiculous attitude, the ri-
20 diculous eventuation that you have one body with one
21 type of thinking and one type of personnel who says
22 this is what you do with the street, and another type
23 of personnel in two different municipalities, some
24 professional and some just councillors, members of
25 council, all going at it in fragments so that York
26 Township will say "We have floated so many bonds, and
27 although by law we must devote the proceeds of meters
28 to off-street parking, we do not have to locate it in
29 your area."

30 In other words they are concerned with



1 their bond issues, but the needs of this local area or
2 as part of Metro, the movement of traffic of Metro, it
3 is no concern of theirs at all; they are only concerned
4 with poking money out of the meters all over to get
5 the debentures paid off from one end.

6 The geographical distance from one parking
7 lot to another is vast, and the provision in one part of
8 the Township of a parking lot is of no use at all to an-
9 other part of the Township that may be two or three or
10 four miles -- in this case, two or three miles away.
11 That is why we feel that functions of this type, no
12 matter what is done, whether there is amalgamation or
13 what is done, the movement of traffic between these
14 municipalities cannot be in any shape controlled by in-
15 dividual municipalities. It must have over-all planning.

16 There is no use reading the rest. I guess
17 it is rhetoric. That, sir, is our presentation.

18 THE COMMISSIONER: Thank you very much.

19 MR. PERLY: You are quite welcome.

20 THE COMMISSIONER: I will adjourn for ten
21 minutes.

22 ---SHORT RECESS
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1 THE COMMISSIONER: The Mimico Ratepayers'
2 Association.

3 SUBMISSION OF THE MIMICO RATEPAYERS ASSOCIATION

4 MR. W. LONGRIDGE, Secretary.

5 THE COMMISSIONER: I would like you to
6 highlight your brief; not to read it. It is rather
7 long. I have read it.

8 MR. LONGRIDGE: I intend to try and sum-
9 marize it if it could be done as you already have a
10 copy of the brief, Mr. Commissioner. First of all, I
11 would like to point out that we are a citizens' organi-
12 sation. We are not elected officials as such in the
13 municipal government.

14 THE COMMISSIONER: Are you boasting about
15 that, or just stating it as a fact?

16 MR. LONGRIDGE: We are trying to say we
17 have no particular axe to grind for political jobs. We
18 are only interested in the well-being of the people in
19 our community.

20 I might say first, Mr. Commissioner, that
21 we are parochial, and I do not see anything wrong with
22 being parochial when it comes to the interests of the
23 people in our community. In our presentation we were
24 faced as layman and not civic officials with any great
25 degree of understanding of all the complexities of
26 civic government, but we do know that presentations
27 have been made to this Commission to change or to
28 modify the present structure, and this is one of the
29 reasons of the Commission being set up.

30 What disturbs us somewhat is an approach



1 being taken by a large number of organisations and
2 civic bodies that if we only just change the municipal
3 structure in this area, in one form or the other, we
4 are going to solve all our municipal problems, and in
5 our presentation we make that our first point. We say
6 "It is important to note that in the proposals to junk
7 Metropolitan government in Toronto, or reform such
8 government, there is prevalent the theory that this
9 will be the cure of all our municipal ailments."

10 We feel that this Commission, we point out,
11 has the responsibility to possibly bring out the fact
12 that the problems of Metropolitan government today are
13 not just simple problems that could be solved by changes
14 in form. They arise from the fact that municipal
15 structure today in our society, cannot function like it
16 did in the old days; that the question of costs of
17 municipal government, the costs of education, and all
18 those facilities have become a problem which is far be-
19 yond any civic government in this area whether it be
20 amalgamated or borough system, or what-have-you.

21 We feel some effort should be made to place
22 the responsibility for some of these costs and some of
23 these services where they belong, and that is on the
24 shoulders of the senior governments. Actually a great
25 many of our costs in our opinion, for instance, edu-
26 cation should no longer be related -- the cost of them
27 -- to the question of property. They have become
28 national problems and involve the whole question of
29 development of our youth to meet modern civilization,
30 and the days of the little red schoolhouse and the three



1 trustees and the responsibility of the three R's belong-
2 ing to local authorities no longer in our opinion exist.

3 It is a national question, and this, with
4 other items, such as justice and arterial roads and all
5 these other things really by right should be federal
6 and provincial responsibilities. We noted at the time
7 and we see it is noted again in an editorial, the
8 question of the approach that is being made in the
9 Commission that is investigating municipal government
10 in New Brunswick, and that is some suggestions there
11 that some of these services should be provincial
12 responsibility. We think that those ideas should be
13 considered by this Commission.

14 Now, actually we are really here --

15 THE COMMISSIONER: I should make it clear
16 that my terms of reference are not the terms of refer-
17 ence of the New Brunswick Commission or the Manitoba
18 Commission. There is an Ontario Committee on Taxation
19 which is considering more particularly the questions
20 which you have just raised. Mine is a study, an in-
21 quiry into the structure of local government in this
22 area.

23 MR. LONGRIDGE: I would probably suggest,
24 Mr. Commissioner, when you are dealing with the structure
25 of local government you could hardly miss the point
26 that some of these problems cannot be solved just by
27 change in structure. However, that is the Commissioner's
28 responsibility.

29 I do say we are here actually as our brief
30 points out, and I am summarizing -- I am not going into



1 detail, No. 1, because of the co-question being raised
2 of amalgamation, and being parochial and not seeing any
3 benefits to our community from amalgamation, of course
4 we are taking a strong position against it, and we feel
5 that the arguments that are made for it are not strong
6 arguments and are more inclined to be selfish or paro-
7 chial in their own sense; that they wish to benefit
8 their own community at the expense of the other com-
9 munities.

10 They argue, the amalgamationists, that it
11 provides a cheaper and more efficient administration,
12 and that it would eliminate friction in Metro between
13 various areas. Now, the question of a larger government
14 being cheaper is something that I do not think they
15 can prove, or we can disprove. Governments have had a
16 tendency in history to spend all the money they can get
17 regardless of whether they are big or small, and the
18 question of their size as to being economical is not
19 necessarily true.

20 As a matter of fact, generally we point out
21 amongst big businesses today there is a question of
22 decentralization of their authority rather than centrali-
23 zation to achieve efficient management. We feel that
24 this danger of big administration which has become so
25 prevalent today and is based on the theory of a large
26 cold impersonal government run by very few people where
27 they get into the stage where they are proposing a
28 council of some thirty people, elected people, to ad-
29 minister this whole area, which is in itself larger
30 than some of the Provinces of this Country, and by



1 placing the control in such a small parliament, they
2 are achieving what probably is the ideal of every bur-
3 eaucrat, that is, not too many people elected and lots
4 of government officials. We do not agree with that type
5 of thinking.

6 We realize in dealing with this Metro situ-
7 ation, Mr. Commissioner, that there are problems in Metro
8 itself. We do not see that the question of amalgamation
9 is the answer to these problems. We agree that the
10 question of representation is wrong.

11 Now, there are various views being advanced
12 on this question of representation to Metro from one ex-
13 treme to the other. Our position is that Metro Council
14 should be an independent council, and having heard the
15 remark as to what is wrong with Winnipeg Metro, that is
16 what some people say is wrong --

17 THE COMMISSIONER: Excuse me. I didn't say
18 that it is wrong, but that I was told that the basic
19 defect of the Toronto system is the form of represent-
20 ation, that in Winnipeg it is suggested that the basic
21 defect is the very form which is recommended here as a
22 substitute for the present system. I did not express
23 any view one way or the other. I just mentioned that to
24 show you what my problems are.

25 MR. LONGRIDGE: I quite agree that the
26 people who are trying to solve municipal problems in
27 Winnipeg have to find some reason to solve the problems
28 which cannot be solved by juggling the structure and so
29 they are bound in every case to blame what they have
30 on problems that can't be solved by any of their own



1 means.

2 We feel as far as Metro is concerned there
3 certainly is some need for reform in Metro. We feel
4 that because it has developed in the form it is that
5 there is not clear enough delineation between control
6 of services. Some services there is a joint responsi-
7 bility, and then of course there are services which are
8 separated. We think there should be a clearer definition
9 between the services; some of the services that are now
10 handled in the area that possibly could very well be
11 improved by being handled through Metro.

12 Again, we get back to this question of
13 democracy and the question of control. We have a council
14 in Metro today which is not an elected council in the
15 respect that they are not elected on the basis of their
16 record or services in Metro. We have people elected
17 to Metro Council who are responsible for costs and
18 things that are being done in Metro today which they
19 are able to escape from because when they run, they
20 don't run as Metro Council, they run as local council
21 on local issues.

22 Our position differs from some in that we
23 think Metro Council should be fairly large; that they
24 should be representing about one to every 25,000; that
25 they actually are a Metro parliament and should function
26 in such a fashion with an executive committee or a
27 cabinet to operate the government.

28 Only by this type of election can we hold
29 Metro responsible. I want to name an example. For
30 instance, Metro taxes, education and other things have



1 gone up this year. Because of this increase in taxes
2 in our community, in order to protect the taxpayer, the
3 individual taxpayer, we have had to reduce our local
4 taxes, a reduction I do not think was actually in the
5 interests of the community. In order to ease some of
6 the shock of the very high increase in municipal and
7 educational taxes it means that some of our local ser-
8 vices have to suffer because of that, and to try to hold
9 the tax rate down to the ability of the homeowner to
10 pay.

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1 Of course the whole question is that
2 the people in Metro who have these ambitious programmes
3 and put them into effect, as I say, are not subject
4 directly to the vote of the people. We consider this
5 is one of the weaknesses in Metro government. I also
6 agree it is certainly wrong in the present set-up,
7 or in the Metro set-up, that the Town of Mimico with
8 some 20,000 people is to have equal voting powers
9 with the other communities. However, if our proposal
10 is put through we think it would give the people in
11 Mimico and the people in the various areas directly
12 a voice in the general overall policies of Metro.

13 We certainly disagree with the
14 proposal put forward by Toronto in their brief where
15 they would have a very small number, one councillor
16 to 70,000 people, and a small Board of Control. That
17 would give us the height of bureaucratic government
18 completely beyond the control of the people in the
19 various areas and communities.

20 Now we also point out in our
21 presentation one of our reasons. It is not the main
22 reason but it is a very good reason. In any
23 amalgamation proposal it would have a serious effect
24 upon the tax structure and the debt structure in our
25 community. As we pointed out, whether we did correctly
26 or not, our community is almost debt free. Possibly
27 we could have had a great many more things in our
28 community, such as services and amenities, if we
29 would have gone into debt. Now we are faced with a
30 situation, Mr. Commissioner, with the threat of



1 amalgamation or amalgamation on a smaller scale by
2 a borough system, which I will deal with later. We
3 are faced with the fact that we are going to be forced
4 to enter into those mergers or amalgamation with a
5 great many services that we should have and we have done
6 without. We haven't too much confidence that in such
7 a large structure we would be able to prevail on the
8 authorities to remedy a situation and give us these
9 things that we haven't got now. This is very important
10 to our community.

11 I want to point out that our
12 Association has some differences with our Council on
13 some of these questions; although we are both opposed
14 to amalgamation. We do feel somehow that this policy
15 of debt-free government and cutting costs may not
16 in the long run have been the best policy because
17 now we are forced to pay for improvements we should
18 have had years ago at prices two or three times what
19 they would have been if we had them at that time.

20 Now we feel as far as municipal
21 government is concerned that there are parochial or
22 municipal services that are directly concerned and
23 connected with the people. We claim that these
24 services should and must remain the property of the
25 people in the community. Every community has different
26 problems and needs different services and some
27 communities in some areas could afford and want better
28 services and other cannot. I think that should be
29 left to the people to look after the services.

30 I want to refer also to the question of



1 direct Council representation. I see that the
2 amalgamationists are screaming about all the councillors.
3 In Mimico we have seven councillors and they say
4 we would be saved their wages if we got rid of them.
5 Some people might like to get rid of them. I would
6 not put it on a basis of saving wages. I think those
7 councillors play a role in our community and the
8 development of democracy in the community and they
9 are a link between the people and the government.
10 The first link between the people and the government
11 is in the municipal field.

12 I would like to point out that when
13 we had some trouble here that we had a Royal Commission
14 regarding Mimico a few years ago. There were corrupt
15 practices that were existing in the town at that
16 time and if it had been done on the basis of corrupt
17 practices in the Metropolitan government, or an
18 amalgamated government, we would never have got to the
19 point where we were able to get remedy because of
20 the fact we were able to pressure the Council and
21 obtain a Commission. We were able to bring these
22 things to light and we think these local things should
23 be in the responsibility of a local, elected Council.

24 In our community we have people serving
25 on various Boards, the Board of Health, the Welfare,
26 the Fire, and all these things. These people are
27 also community people involved in the government of
28 their community. I am not going to argue whether it
29 costs more or costs less but as far as we are concerned
30 a democratic government with the people involved is far



1 preferable, in my opinion, even if it costs a little
2 more, than the cold rule by a few at the top with a
3 Civil Service representation.

4 Now we do want to refer to the
5 question of direct election of Council. I attend
6 Council meetings and the Mayor of our Council is a
7 member of the Metro Council. Every week or so he
8 gets laid on his desk a pile of documents this thick,
9 which is Metro business. We feel that no councillor
10 or Mayor can do two jobs and we feel that being Mayor
11 or councillor in our community is a full-time job in
12 itself and nobody has the ability to do a good job
13 on Metro, if he is not going to be just a rubber stamp,
14 if he has the two positions. In this we differ
15 somewhat from our own Council.

16 We want to point out amongst our
17 people in our community there are some people who are
18 not too happy about Metro that certain things have
19 happened which are not in the interest of our community.
20 While we do gain some benefits from Metro we do not
21 gain relatively the same proportion as, say, other
22 municipalities. I think we take a terrible beating
23 on the highway system. On the question of the highways
24 and arterial roads we feel some of the other munici-
25 palities gain more. On the question of development
26 of parks we feel some other municipalities may gain
27 more in proportion than we do. Consequently, there
28 is not too much happiness with Metro but we certainly
29 accept it as far preferable at least to the question of
30 overall amalgamation.



1 THE COMMISSIONER: Would Mimico have
2 been better off without Metro?

3 MR. LONGRIDGE: Yes. It is the general
4 impression of our people that the Gardiner Expressway
5 was the only thing that was of any assistance to
6 Mimico. If you don't drive a car and you take a
7 streetcar and pay double fare, well there are people
8 in Mimico who don't think much of the Gardiner Express-
9 way. On the question of the police force it is
10 generally accepted that the police force was very fine
11 for controlling the big crime problem, but from the
12 point of view of policing Mimico it has not done a
13 successful job. We have not got the personal police
14 force that used to exist and the rise of hooligans
15 and young toughs has certainly increased in the past
16 few years.

17 THE COMMISSIONER: Surely you are
18 not attributing that to the police force having been
19 made a Metropolitan agency?

20 MR. LONGRIDGE: They are not connected
21 with the community. They don't know the people in
22 the community. Perhaps I am digressing a little bit.
23 When we had a police force and a man on the beat who
24 lived in Mimico and he saw five or six boys get
25 together he knew the boys and knew whether they were
26 going to cause trouble or not and was able to deal with
27 it. Again we get to the question, it is not as
28 efficient. There are prowlers around and we haven't
29 the same personal policing we had before. There is
30 some consideration being given to this. Maybe there



1 should be two aspects to the police force and the
2 question of local patrolling should be done by a
3 local unit.

4 I am not proposing that we do away
5 with the Metro police force, but it shows you don't
6 always get everything out of centralization that is
7 good.

8 Now in summarizing our general
9 position again, I would say that we are opposed to
10 amalgamation. We feel that the proposed borough
11 system, as advanced by some people, is only a stop gap.
12 In this we might be inclined to agree with the
13 Toronto brief on this question because there is no
14 doubt about it; it is only an excuse. In our opinion
15 it brings in all the weaknesses of amalgamation and
16 retains the weaknesses of the federal system and doesn't
17 solve either one of the problems. It brings in big
18 government and all the problems that come from big
19 government.

20 We know it is mooted by some people,
21 by the Etobicoke Council, that we should become part
22 of a borough including Etobicoke. We don't see this
23 would be in the interest of our community any more
24 than being amalgamated with Toronto. We can see
25 roughly some of the bad effects from both.

26 We were, however, interested in the
27 Long Branch position on the question of a Lakeshore
28 municipality. Our brief only mentions it briefly
29 because it was only just received. We would say our
30 people are not generally opposed to such a municipality.



1 We feel, however, that the Long Branch proposition has
2 additional merit in that they propose a natural
3 boundary of the Queen Elizabeth Highway, which would
4 take in part of Etobicoke, be made part of the Lakeshore
5 municipality. We would suggest, Mr. Commissioner, in
6 the general examination that the Commission pay some
7 attention to that proposition.

8 We feel that would leave a municipality
9 of about 70,000 people, which would be compact and
10 able to operate its local services capably and still
11 be a voice in Metro, speaking for people who generally
12 have the same problems and of course the natural
13 boundaries of the Queen Elizabeth.

14 Some people say, Mr. Commissioner, that
15 Etobicoke would never give up the piece of land along
16 the Queen. Yet the same people say that Mimico should
17 give up Mimico without too much hesitation. I have
18 read presentations where they are proposing to divide
19 Toronto up into pieces and so on.

20 I would say generally when this is
21 all finished and the government, if it does, brings in
22 a legislation to change or amend the structure, that
23 this question of giving and taking will have to be
24 considered in any case.

25 Generally speaking we would say that
26 the question of one Lakeshore City south of the Queen
27 Elizabeth certainly has some very good points. And
28 while we would like to maintain our own municipality
29 we would realize that could function as a democratic
30 municipality within a very compact area and that people



1 would be able to control their government in that area.

2 I guess that pretty well summarizes
3 our position, Mr. Commissioner. I want to thank you
4 for listening to us. I have with me the President
5 of our Association and the Vice-President. I presume
6 if they wanted to add anything it would be all right.

7 MR. D. EDGCUMBE: I think Mr. Longridge
8 has summed up our position quite well. We are opposed
9 to amalgamation and we are quite happy with the
10 community we have had. We realize in the future some
11 change is necessary. We do feel, however, that it is
12 very important to keep this closeness of contact with
13 local elected officials where we, the people, have
14 some hope of redress or recourse in the case of
15 controversial legislation. We would like to stress
16 again this point that this is one of the prime
17 considerations for Mimico's presentation before the
18 Commission.

19 THE COMMISSIONER: I asked you whether
20 Mimico would have been better off without Metro and
21 you unhesitatingly said "Yes". Now when Toronto made
22 application for amalgamation way back in 1949 Mimico
23 was the only other municipality that supported Toronto
24 and made an alternative proposition if the Toronto
25 proposition were not accepted. There must have been
26 some reasons for that.

27 MR. LONGRIDGE: I would say, Mr.
28 Commissioner, that the people who advocated that no
29 longer hold office. They are out of office and I don't
30 think the people of Mimico exactly realized what they



1 were in for. They were told they would get one
2 transportation fare out of it and so on. As I pointed
3 out the strongest advocate of it at that time was
4 the Reeve or the Mayor of Mimico and he is no longer
5 an elected official in the community. That probably
6 will explain it.

7 I want to point out that we are
8 not proposing here the abolition of Metro. We realize
9 there is too much water under the bridge. I am
10 emphasizing that our people just cannot see the
11 advantages that possibly other people in this area
12 can see, because of the fact that it has always been
13 a small, self-contained community and we happen to
14 be one of the communities, small as we are, who has
15 a Town Planning Commission. We have a library, as
16 you know, and we have certain things. We haven't as
17 much as some other communities. There are some
18 complaints that the educational services are not as
19 high. If the people in Mimico want to improve these
20 things our position is we will have them. If we
21 wanted a skating rink we went and sold the people on
22 the basis of paying taxes to get a skating rink and
23 we got it. We feel this should be the approach to
24 the services.

25 THE COMMISSIONER: You make an inter-
26 esting statement in your brief. You say: "While
27 equalization of taxes under amalgamation could be
28 guaranteed, equalization of services over this huge
29 area could not, of course, be guaranteed." Would you
30 care to say a little more about that?



1 MR. LONGRIDGE: Actually this is
2 what we presume, presuming the fact we have amalgamation
3 and we have equalized taxes. The mill rate has been
4 struck. It is 70 mills, or whatever it is. However,
5 there is no guarantee that with those 70 mills that
6 the people in Mimico will get a new sidewalk programme
7 or that the people in Mimico will get certain other
8 facilities that they possibly need. After all, that
9 is a pretty small community in a city of one and a
10 half million. Its political force to win anything
11 is small and the general state of politics is the
12 people that get the most votes and squack the loudest
13 generally get things.

14 As we point out, if this happened
15 that there was this one and a half to two million
16 dollars worth of construction and if we were in the
17 same debt basis, there is no guarantee we would get
18 that. We would stay as we were, a backwash
19 community without proper services.

20 Now I can give an example. In
21 Etobicoke right next to Mimico, between the Q.E. and
22 Mimico, there is a little strip of territory belonging
23 to Etobicoke a couple of blocks wide. I know people
24 in that area, Mr. Commissioner, and they get about
25 as much attention from the palace up on Highway 27
26 as if they didn't exist. They are isolated, they
27 have no political weight, there are only a handful of
28 votes, they are not where people can see them and
29 consequently they are bound to suffer.

30 We feel this would happen to Mimico



1 under amalgamation. Mimico can only go up. It is one
2 of those communities that can only go up.

3 I would point out that in Mimico we
4 are a city of apartment buildings. The number of
5 home owners is smaller by comparison to the number of
6 apartment dwellers. We did conduct a survey of
7 apartment buildings and found we were not getting
8 enough taxes to pay the school expenses, let alone
9 the per child cost, in order to cover the costs. We
10 feel that this is something that should be looked at.
11 In a big city Mimico would be behind. The people
12 would be looking forward to the new areas and the back
13 areas would be neglected.

14 THE COMMISSIONER: Thank you very much.

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SUBMISSION OF EAST YORK FEDERATION OF
RATEPAYERS ASSOCIATIONS

APPEARANCES:

MR. JOHN MANLEY.

MR. MANLEY: I am John Manley, Vice-President of East York Federation of Ratepayers Associations. Mr. Commissioner, with your permission I would like first of all to briefly explain the composition and purpose of our Federation. I would hope that this will indicate our ability to speak for the ratepayers of East York to the greatest degree that is possible by any non-governmental organization, and thus lend weight to our submissions.

It is, we believe, a rather unique body, representing not simply a particular neighbourhood or as is so often the case, a newly developed subdivision, but rather an entire municipality, one containing approximately 75,000 people and embracing an area of almost six square miles.

The Federation presents, we think, an interesting parallel to our present Metro system. In our Township we have, coincidentally, thirteen individual ratepayers associations, each in its own way engaged in the betterment of their respective neighbourhoods. There is not one section of East York which is not represented by such an association.

As Metro was born in 1953, and to obtain the same basic benefits of mutual understanding and an undivided approach to common problems, so did our Federation come into being in 1956.



1 As with Metro's member municipalities,
2 each of our individual associations deal directly
3 with matters which concern its specific area. As
4 with the Metropolitan Council, so does the Federation
5 deal with matters which concern the entire Township
6 area.

7 As the Chief Executive of each
8 Metro municipality represents that municipality at
9 the Metro level, so do the Presidents of the individual
10 ratepayer associations represent their neighbourhoods
11 on the Federation. General membership consists of
12 the elected officers of all associations plus six
13 officers elected from the membership. The Executive
14 Committee is made up of the association Presidents
15 and the six elected officers.

16 This organization then is able to
17 obtain the opinions of ratepayers in every part of
18 our Township, determine courses of action, and take
19 that action quickly, decisively, and as we have proven
20 -- successfully. While we obviously have no municipal
21 legislative powers, we are able to present to Township
22 officials a collective voice for the entire municipality.

23 The matter of a possible change to
24 our municipal government is a typical example of our
25 ability to work together and to arrive at a decision.
26 A Committee was set up to gather what information it
27 could on this important matter, and to bring back a
28 report and a recommendation to the general membership.
29 This was done, and copies of the report were circulated
30 to the individual association presidents. They, in turn,



1 discussed it with their respective members and then
2 brought back their thoughts to the Federation. With
3 a few minor changes, the report was unanimously
4 approved.

5 As indicated in the brief, it was
6 felt that we could do no better than to present
7 the original Committee Report as it was read,
8 discussed, and approved by East York's ratepayers.

9 It is not our intention today to
10 deal at length with fiscal matters: the costs of
11 general services or of education, the equalization of
12 assessments, etc. Indeed, we are not sufficiently
13 competent to do so, and are sure that others more
14 expert in this field have already dealt with these in
15 detail and at length. Our only comment in this area
16 would be to express deep concern with the steadily
17 increasing property taxes, and the condition that an
18 amalgamated community could only mean an immediately
19 accelerated rate of increase.

20 Rather, we wish today to make the
21 strongest plea possible for the retention of truly
22 local governmental authority.

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1 We believe that local governments should
2 provide not only the right, but the opportunity for
3 every ratepayer or group of ratepayers to be heard on
4 any matter which concerns them, and to be heard at once.
5 We believe that the opinions of minority groups should
6 be carefully considered. We believe that those whom
7 we elect, employ or appoint to manage our municipal
8 affairs, to collect and spend our money, to establish
9 educational facilities and standards for our children,
10 to provide and staff parks and recreational facilities,
11 to maintain our roads and sidewalks, to clean our
12 streets, to provide fire protection, these should be
13 people who are our friends and immediate neighbours;
14 those who share and understand our local needs.

15 They should represent and serve as few
16 people as possible, not as many as possible, so that
17 they may quickly and fully acquaint themselves with a
18 problem or situation which might arise, and deal with
19 it promptly and efficiently.

20 We have reason to deplore loss of local
21 control in certain areas, and to relinquish it in others
22 would not seem to be desirable.

23 Mr. Commissioner, this is the kind of local
24 government we now have in East York, and it extends
25 beyond our elected council and Board of Education to
26 those residents appointed to our nine boards and to our
27 public servants, all of whom we have come to know
28 personally, all of whom can usually be reached in a
29 matter of minutes, and all of whom have time to dis-
30 cuss important matters. This is local government as



1 we believe it should be, as we feel we have every right
2 that it should be, and as we feel it cannot be in an
3 amalgamated Toronto.

4 There are many examples of the rapport be-
5 tween Township officials and the residents, possibly
6 only in the municipality of moderate size, where the
7 workloads of an adequate number of such officials will
8 so allow. One such example would be the regular dinner
9 or luncheon meetings involving township council and the
10 Federation executive. These are working sessions where-
11 by council can provide us with the background and de-
12 tail of various matters with which they are dealing,
13 and for which they seek our approval and advice. At
14 the same time, the Federation can bring to council,
15 certain matters which we believe require official at-
16 tention and possible action. We wonder in what other
17 municipalities there exists such close co-operation and
18 mutual respect for one another's point of view between
19 an elected council and its ratepayers. We are virtually
20 certain that it does not happen in large municipalities,
21 and are sure that it could not happen in an amalgamated
22 Toronto.

23 The matter of local control must also be
24 considered. Here again it is obvious that this may
25 best be exercised in an area of moderate size by people
26 fairly familiar with the area. Possibly the best ex-
27 ample of such control would be in development planning.
28 The Township of East York has an official plan for such
29 development with accompanying zoning by-laws. An ex-
30 ample of the need for such local control would be the



1 recent decision by Metro to acquire a particular piece
2 of property in our Township for the purpose of erecting
3 low rental housing. This decision was based on a report
4 prepared by Metro officials. The report was shown by
5 our local planning board to contain a great many in-
6 accuracies.

7 Quite rightly, Township Council opposed the
8 necessary by-law change, and when the true facts of the
9 case were presented to Metro, the project was abandoned.
10 It was seen that those who prepared the report had in-
11 sufficient time or inadequate facilities to make a
12 proper investigation.

13 Similarly, the committee and board members
14 had accepted the report initially because of the virtual
15 impossibility of checking this, and a myriad other simi-
16 lar matters, for themselves. Without the buffer of an
17 informed local authority, who did have the time and
18 facilities for a complete assessment of the situation,
19 this project might very well have been completed to the
20 detriment of both those residing in the development and
21 those in the surrounding homes.

22 It is suggested that this graphically il-
23 lustrates one of the greatest dangers of the large,
24 centrally-controlled municipality -- government by
25 officials.

26 Now, the term community spirit is over-
27 worked, and often loosely applied, but it exists in a
28 very real sense in East York. This stems from the un-
29 usually large body of thoughtful and intelligent people
30 who take a keen interest in the Township's affairs.



1 They are very well acquainted with the municipality and
2 its needs, and serve voluntarily as members of a great
3 many organisations, dedicated to the community's im-
4 provement. Their interest and activity must obviously
5 spring from immediate and personal knowledge of com-
6 munity problems.

7 In actual fact there are over one thousand
8 people engaged in these various activities, better than
9 one percent of the entire population. I am not includ-
10 ing their general membership; simply executive members
11 of the various organisations. They assist recreational
12 officers in programming for 10,000 children. They as-
13 sist in the planning for the leisure time of our senior
14 citizens. They form committees to run bowling, tennis
15 and curling clubs. They work as members of Health &
16 Welfare, cultural groups. They contribute an estimated
17 total of 35,000 hours annually.

18 In a municipality the size of East York,
19 these activites are very often inter-related, and con-
20 tribute greatly to the spirit and enrichment of community
21 life. Surely this is the very root of municipal
22 organisation. It cannot be overdone, but if extended
23 over too great an area, involving too many people, it
24 must become diluted. Interest becomes apathy, and com-
25 munity pride and spirit become non-existent.

26 I suppose, Mr. Commissioner, that it is
27 really this community spirit that we seek to protect.
28 We sincerely believe that it cannot exist without the
29 control, the supervision, and the guidance of local
30 municipal government as it now exists in our township.



1 We are personally acquainted with those we
2 elect and appoint, and are thus ensured of a retention
3 of our community identity, and of the institutions which
4 have been built up in our township over the years to
5 meet the specific needs of our residents. In a larger
6 political unit, such acquaintanceship would be extremely
7 difficult, and the present amicable association between
8 township officials and the residents virtually
9 impossible.

10 Now, you may have gathered, sir, that we
11 in East York are now more than content with our muni-
12 cipal system and the conduct of its officials. Indeed,
13 and at the risk of sounding patronizing, we wish that
14 our sister municipalities could have it so good. Pos-
15 sibly, sir, there might just be something to be said
16 for reducing the size of some of our municipalities
17 rather than welding them into one.

18 At least, we sincerely hope that the Town-
19 ship of East York may be allowed to continue in the
20 conduct of its own local affairs with which we are
21 imminently satisfied, and upon which we feel it would
22 be very hard to improve.

23 THE COMMISSIONER: Thank you very much.
24 We will now adjourn to two o'clock.

25 ---LUNCHEON ADJOURNMENT
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IT/je 1 THE COMMISSIONER: Reeve Kurata, would you
2 go ahead.

3
4 SUBMISSION BY

5 L.C. KURATA

6 MR. KURATA: Mr. Chairman, before beginning
7 my remarks, I would like to make it abundantly clear
8 that the brief which I submitted, and my remarks today,
9 are not submitted in my capacity as Reeve of Swansea,
10 but rather as a concerned citizen of Metropolitan Toronto,
11 residing in the Village of Swansea, and, as well, a tax-
12 payer in the City of Toronto.

13 At the risk of boring you, sir, I will en-
14 deavour to briefly recap my submission to the Royal
15 Commission.

16 In my brief, I outlined what I believed to
17 be the basic requirements, characteristics, or consider-
18 ations of the government fof the area, and these were:

- 19 1. Objectivity.
20 2. Democratic.
21 3. Flexibility.
22 4. Functionality.
23 5. General acceptability.
24 6. Efficiency.

25 In my brief, I endeavoured to discuss the
26 various alternatives which have been presented to the
27 Commission objectively. I earnestly believe these six
28 considerations to be the primary dimensions of the
29 problem before you, sir. In general, the briefs presented
30 to you have fallen into three major categories -- left,



1 right and centre. By the left position, I refer to the
2 position by the City of Toronto, and described by the
3 mayor as irresistible, immediately practicable, and
4 simple -- so simple, as a matter of fact, that it took
5 the longest brief submitted to the Commission to explain
6 its simplicity, irresistibility and practicability.
7 The "right" position, and I might be accused of making
8 a pun, was maintained by many of the smaller municipalities,
9 such as the town of Weston, the Village of Swansea, and
10 others; these briefs, on the main, called for little or
11 no change in the form of government, or in the distri-
12 bution or allotment of the various "local or area-wide
13 functions." What I term the centre position or brief,
14 as presented by the municipality of North York, York,
15 and other larger municipalities, calls for a change in
16 the function of government to a four, five or six-
17 borough system, as well as a redistribution of the
18 "local and area-wide functions." It was of great interest
19 to me that the municipalities which endorsed this form
20 of borough system, were municipalities which would
21 suffer little or no change under the borough system
22 from the status quo as it affects them today. The main
23 effect of these briefs would be to completely abolish
24 the smaller municipalities, such as Weston, Swansea, and
25 the Lakeshore municipalities, and possibly Forest Hill
26 and Leaside.

27 I would like to deal briefly with the City
28 of Toronto's submission to the Royal Commission, which,
29 of course, was the only submission calling for total
30 amalgamation of the area into one government unit.



1 The Mayor of Toronto, in his opening remarks, referred
2 to total amalgamation as irresistible, practicable, and
3 simple. To quote Oscar Wilde, -- "Truth is never pure,
4 and rarely simple.", or as Sir Arthur Conan Doyle so
5 aptly put it, in one of his detective novels, "It seems to
6 be one of those simple cases which are so extremely dif-
7 ficult, that sounds a little paradoxical but it is pro-
8 foundly true."

9 Beside the six considerations which I be-
10 lieve to be the primary dimension of this problem, there
11 is a secondary dimension to the problem, and it consists
12 of historical, psychological, and even philosophical
13 considerations. To paraphrase the mayor when he stated
14 that boundaries are not really important historically,
15 I would dare him to try and relocate a single historical
16 boundary between two private owners, and when he has been
17 able to achieve this, he could move on to the boundaries
18 between the various municipalities, and having ac-
19 complished this, he could take on the boundary dispute
20 between Labrador and Quebec. It is extreme foolishness
21 to say that we can totally disregard historical boundaries
22 or municipal tradition.

23 Psychology is a very important consideration
24 in the secondary dimension of this problem. Ever since the
25 formation of the Metropolitan form of government, the
26 City politicians have been leading a "brainwashing
27 campaign" to convert the residents of the area into
28 believing that total amalgamation will be a cureall for
29 all the ills of the area. The eminent English psychi-
30 atrist, William Sargant, in his book, "Battle for the Mind",



1 deals with the mechanics of brainwashing for the pur-
2 poses of political conversion in a separate chapter.
3 This campaign for total amalgamation, and the resulting
4 conflict in the Metropolitan Council, was quickly picked
5 up by the communication media, being the press, radio,
6 and TV, and ever since this time a brainwashing campaign
7 has been maintained. To quote Dr. Sargant, -- "No man,
8 however highly civilized, can listen for very long to
9 African drumming, or Indian chanting, or Welsh hymn
10 signing, and retain intact his critical and self-
11 conscious personality. It would be interesting to take
12 a group of the most eminent philosophers from the best
13 universities, shut them up in a hot room with Moroccan
14 dervishes or Haitian Voodooists and measure, with a
15 stop-watch, the strength of their psychological re-
16 sistance to the effects of rhythmic sound. Would the
17 logical positivists be able to hold out longer than the
18 subjective idealists?" -- and he goes on to state, --
19 "New and previously undreamed-of devices for exciting
20 mobs have been invented. There is the radio, which has
21 enormously extended the range of the Demagogue's raucous
22 yelling. There is the loud-speaker, amplifying and
23 indefinitely reduplicating the heady music of class
24 hatred and militant nationalism. There is the camera
25 (of which it was once naively said that "It cannot lie")
26 and its offspring, the movies and television ... Assemble
27 a mob of men and women previously conditioned by daily
28 reading of newspapers, treat them to amplified band
29 music, bright lights, and the oratory of a Demagogue who
30 (as Demagogues always are) is simultaneously the



1 exploiter and the victim of herd intoxication, and in
2 next to no time you can reduce them to a state of almost
3 mindless subhumanity. Never before have so few been in
4 a position to make fools, maniacs, or criminals of so
5 many". -- The point that I am making here, sir, is
6 that much of the conflict described as "City vs suburbs"
7 has been a subjective political paper conflict -- the
8 embers of resentment have been fanned by the press, and
9 for what subjective purpose? Surely not to merely make
10 copy?

11 THE COMMISSIONER: Did you use African drum-
12 ming, Indian chanting and Welsh hymn singing to represent
13 the three papers of Toronto?

14 MR. KURATA: I read this over many times
15 hoping I wouldn't tread on anybody's feet.

16 THE COMMISSIONER: Because if you did, I
17 wonder if you would tell me which is which.

18 MR. KURATA: I wondered who we could blame
19 for what.

20 Philosophers, for generations, have discussed
21 Plato's "Republic" and the perfect form of government
22 set forth therein, and yet we all realize that Plato's
23 republic is too perfect for the clay of mankind, or, as
24 the Mayor would put it, it is too simple. Much was
25 said in the City's submission that total amalgamation
26 would reduce the number of individuals serving on
27 various boards, and on various municipal councils. I,
28 for one, question whether this is even desirable, and
29 I doubt it would be achieved under total amalgamation
30 in any event. I do not believe that a thirty-one member



1 council, as proposed, could adequately serve the multi-
2 tudinous needs of the area, and retain close contact
3 with the taxpayer, and his many personal and individual
4 requirements. One outstanding example of the point which
5 I am making is to be found in the winter time, and deals
6 with the problem of snow removal. In the Village of
7 Swansea, all streets are cleared the day of the snowfall
8 almost without exception. In the City of Toronto, only
9 the main arteries are cleaned throughout the year con-
10 sistently, and I have been on many city streets to the
11 north of the Village of Swansea which are practically
12 impassable in the winter, because snow is not consist-
13 ently removed from side streets and the situation is
14 provoked by "on the street" parking. Another example
15 of this situation is the streets and sidewalks in the
16 City of Toronto which, in many instances, are deplorable.
17 As far as the number of persons serving on appointed
18 boards go, I feel that as many citizens as possible
19 should be permitted to serve on these appointed boards,
20 because the larger the number of persons involved in this
21 type of public service, the higher degree of liaison
22 exists between the elected representatives and the
23 taxpayers, and I feel that much would be lost by de-
24 priving public-spirited citizens of serving their com-
25 munity in this way.

26 At this point, sir, I would present you with
27 the Swansea bulletin, which is delivered to every home,
28 and apartment, in the municipality. This bulletin will
29 show you, sir, the interest which the residents of the
30 Village of Swansea take in their government, and it



1 also reflects the interest which the elected represent-
2 atives, and the Municipal staff, take in answering needs
3 of the residents of this municipality. Further, I be-
4 lieve it important to stress that the local tax rate on
5 residential properties was reduced .30 mills while the
6 Metropolitan tax rate on residential property was in-
7 creased by 4.7 mills, and the total residential rate on
8 residential properties was increased by 6.47 mills for
9 public school supporters, and 6.39 mills for separate
10 school supporters. I deem this to be tangible evidence
11 of the net worth of the local government of the Village
12 of Swansea, not only at its municipal level, but also
13 at the level of the Metropolitan form of government.

14 The City's submission went on in great de-
15 tail to demonstrate with facts, figures, maps, graphs,
16 and tables, that costs would be reduced under a totally
17 amalgamated government. I have previously indicated
18 how the author of the brief himself, as late as 1962,
19 suggested and I quote "That the total forecast of ex-
20 penditures for 1966 in the category of Welfare cases
21 would rise substantially if Metro were to take over the
22 full responsibility for it. Such an increase would
23 result largely from the establishment of uniform stand-
24 ards throughout Metropolitan Toronto both with regard
25 to the screening and acceptance of cases for assistance
26 and to the amount of assistance subsequently provided."

27 And, to quote the author still further, in
28 this same paper, speaking about municipal services in
29 general and I quote "Lacking certainty about any one
30 of them, however, it was decided to assume continued



1 control by the area municipalities in calculating 1966
2 spending for each. Consequently, the predicted level
3 of spending must be regarded as conservative because
4 some transfer of functions may be anticipated and we can
5 count on such a transfer producing an early and sizeable
6 increase in the level of spending on the affected service.

7 I brought these two statements to the at-
8 tention of the author of the City of Toronto's submission,
9 before you, sir, earlier this year, and to the best of
10 my knowledge neither of these statements has been re-
11 tracted, nor explained. While we are discussing the
12 alleged economies under a totally amalgamated system,
13 I wish to bring to your attention, sir, the matter of
14 graded assessments in the City of Toronto. There are
15 approximately 61,679 homes enjoying graded assessments
16 to the extent of forty-five million dollars each year.
17 This loss in assessment represents almost twice the
18 assessment of the Village of Swansea, and is almost the
19 combined total of the assessment for the Village of
20 Swansea, and the Town of Weston, which assessment the
21 City is now eyeing so covetously. The City of Toronto
22 is the only area municipality permitting graded
23 assessments.

24 THE COMMISSIONER: Is that correct? Does
25 it not also apply to New Toronto?

26 MR. KURATA: I stand to be corrected there,
27 sir.

28 THE COMMISSIONER: I think it also applies
29 to New Toronto.

30 MR. KURATA: I have to add them then to



1 these remarks. I apologize for misleading you, sir.

2 I think the size was more what I had in mind.

3 I object to these graded assessment by-laws
4 because they are not serving the purpose for which the
5 by-laws were enacted. On the main, the real bene-
6 ficiary of the graded assessment by-law is not the small
7 homeowner, but rather the absentee landlord, and, I be-
8 lieve they should be abolished immediately.

9 In the introduction to the City of Toronto's
10 submission, there is a statement that Toronto has
11 carried out no less than forty-five successive annexations.
12 I suggest, with respect, that the present position
13 maintained by the City of Toronto is purely subjective,
14 and demonstrates the fact that a big bill is smaller
15 if it is spread out among more people. The only problem
16 is that the City of Toronto is taking on bigger and
17 bigger bills, and, therefore, requires more and more
18 people to pay them. For example, I do not question the
19 high level of the welfare services provided for in the
20 City of Toronto, but it would seem ridiculous to extend
21 this standard to the smaller municipalities, such as
22 Weston and Swansea, which do not have the same needs
23 as the City of Toronto.

24 Under the heading of economy, under a
25 totally amalgamated city, I would like to discuss
26 briefly what would take place with the existing staffs
27 serving the thirteen area-municipalities. The City of
28 Toronto brief indicates that no one would be fired, and
29 that all staff members would be incorporated. This
30 would result in larger departments, which would justify



1 higher salaries for departmental heads, would require
2 more supervisors, higher standards, etcetera, and I
3 believe it is too ridiculous to conceive that, after
4 the amalgamated staff had been provided with desk space
5 and equipment, there would ever be any cutback, whatso-
6 ever, and, therefore, there would be no resulting
7 economy. In all probability, there would be a sub-
8 stantial increase in administrative costs as a result
9 of total amalgamation for this reason alone, not con-
10 sidering the fact that many of the smaller area muni-
11 cipalities' staffs are not unionized to any degree
12 whatsoever.



1 The author of the City of Toronto's
2 submission, in his opening remarks, alleged that there
3 were totally amalgamated governmental units well-
4 established throughout the world, governmental units
5 consisting of a single-tier type of government, a
6 single Council, a single mill rate, and a governmental
7 unit dealing with all of the problems of the area, whether
8 they be local or area-wide. I have done a great deal of
9 reading about the government of the larger cities of
10 Europe, Asia, South America, and even in North America.
11 and I have yet to find a city which is totally
12 amalgamated into a single tier form of government, having
13 one Council, one mill rate, with jurisdiction over all
14 of the problems of the area, whether local or area-wide.
15 It is not necessary to deal with the City of London,
16 one of the world's largest cities, because it has been
17 well discussed and well publicized by the Herbert
18 Commission. It is, of course, a borough system, a
19 two-tier form of government, with some of its special
20 problems, such as traffic, planning, navigation,
21 harbours, police, etc., being dealt with by specialized
22 Boards. Let us consider briefly Metropolitan Paris.
23 It is my understanding that the General Council of the
24 Seine consists of 150 members (90 municipal councillors
25 from Paris, and 60 members elected by the communes of
26 the Department of the Seine). Its functions are very
27 limited, and mainly concern financial matters. The
28 Municipal Council of Paris (Le Grand Paris) consists of
29 90 members elected along similar lines, and this is the
30 case with the City of Lyons and Marseille, which have



1 their own special administrative systems. Like Paris,
2 these two cities are divided into arrondissements,
3 (Wards), but each has a Mayor. This means that the
4 Central Government exercises less supervision over the
5 cities than over Paris. It is my understanding that
6 even in Le Grand Paris governments exist, each with their
7 own Mayors, and each with jurisdiction over local
8 affairs, including local parks, local recreation, matters
9 of vital statistics, etc. My source of information is
10 an official publication by the government of France,
11 entitled "France".

12 The situation in West Germany is well
13 covered by Plischke, in his book entitled, "Contemporary
14 Government of Germany", where, from page 177, I quote. --
15 "In some of the larger German Metropolitan Communities,
16 government is further decentralized in that the city is
17 divided into a number of boroughs or districts, known
18 generally as Bezirke. These must be distinguished from
19 the administrative subdivisions of the states, or
20 Regierungsbezirke, described earlier. The laws of
21 several states, including Bavaria, Hesse, and North
22 Rhine-Westphalia, authorize the creation of such
23 administrative districts. Moreover, the city-states of
24 Bremen and Hamburg, as well as Berlin, have these
25 decentralized arrangements. Thus, Bremen is composed of
26 fourteen districts (Ortsamter), each of which has a
27 Director and an Advisory Council, and Hamburg has seven
28 districts, each with its own administrative agencies.
29 The nature and functions of the Bezirke of Berlin are
30 discussed in Chapter 11. In essence, they afford a



1 decentralization intended to facilitate popular interest
2 if not greater local control."

3 It is my understanding that the
4 situation is comparable in the other large cities of
5 Europe, and, by this, I mean that there is a
6 definite distinction between local and area-wide problems,
7 and that, in fact, the jurisdiction is divided in most
8 of the large cities of Europe.

9 A very interesting situation exists in
10 the Greater Metropolitan Tokyo area. Historically, there
11 existed in this area a feudal prefecture or county which
12 roughly represents the present day boundaries of Greater
13 Metropolitan Tokyo. The area is governed by what is
14 known as the Metropolitan Tokyo Council and is composed
15 of an elected Governor, and a Council composed of some
16 260 members, coming from some 60 wards, known as "Ku".

17 The function of the Metropolitan Council
18 includes the following: -- Fire Department, Police,
19 Licensing, Transit System, Welfare, Housing, Parks,
20 Planning, Education, and the collection of property
21 taxes for Metropolitan purposes. Each ward, or "Ku", in
22 turn, is represented by a Ward Council, the number of
23 which depends upon the size of the ward, and is composed
24 of a Chief Executive Officer who is elected, and a
25 corresponding number of representatives, again depending
26 upon the size of the ward. The primary functions of the
27 Ward Councils are the following matters: -- gathering
28 and recording of matters of vital statistics, such as
29 marriages, divorces, births, etc. -- collection for the
30 Federal Government of a fixed amount for a national



1 income tax, as well as the collection of a fixed
2 percentage of head tax, or a per capita tax, for local
3 affairs -- local education, local welfare, local parks
4 and recreation, and local planning matters. None of
5 the cities which I have dealt with have a single, common
6 mill rate throughout the area, funds are raised for
7 local purposes and for metropolitan purposes.

8 The situation in Asia is not as well
9 developed as it is in the West, and, in recent years,
10 civic administrators from India have come to study the
11 existing form of Metropolitan Government in this City."

12 I recall I was speaking to two members
13 from India. I asked them the size of the area they
14 came from and they told me it was a small town. I
15 asked them the population and they said about two and
16 a half million. We feel that we have the largest
17 cities. That is not true necessarily.

18 THE COMMISSIONER: Even Swansea is
19 small?

20 MR. KURATA: Even Swansea seems pretty
21 small compared to that.

22 "I believe that in this age of specialization,
23 greater individual knowledge and learning, increased
24 communications, and the resulting increased individual
25 sensitivity to external conditions, that the strength of
26 local government should be increased, rather than
27 decreased, as a reaction against the threat of over-
28 centralization of government. The conception of local
29 government, its contribution, its value, and its worth
30 to civilization, is woven far more deeply into the



1 pattern of the affairs of men than is the conception of
2 centralized government.

3 I, therefore, hold that "total
4 amalgamation would result in government of the poeple,
5 by the politicians, for the bureaucrats".

6 There remains for discussion, those
7 briefs dealing with retention of the status quo, and those
8 briefs dealing with the four, five, or six-borough
9 system.

10 The fact remains that very few political
11 theorists have realized, or have been prepared to
12 accept or admit that the existing form of Metropolitan
13 Government is, in fact, a two-tier system of local
14 government, with a ten-year history of success and
15 achievement, nevertheless, however, loke any form of
16 government, with its attendant problems. I am quite
17 prepared to admit that many of the problems of this form
18 of government were built-in problems, and exist, and have
19 existed because of local municipal history and local
20 municipal tradition, with the greatest problem being
21 the unequal geographical area and size, and the
22 resulting inequalities of representation of the thirteen
23 area municipalities. If you, sir, favour a single-tier
24 borough system, and only if you do, I believe that part
25 of the solution to the present problem lies in a
26 reorganization or re-allocation of existing boundaries,
27 rather than an abolition of the same, a luxury which I
28 have previously denied the good Mayor of all the people.

29 I would ask you to consider the existing
30 map of Metropolitan Toronto. Starting at the westerly



boundary thereof, I would recommend as follows: --

1. That the Township of Etobicoke, with its northern boundary being Steeles Avenue, its westerly boundary the west boundary of the County of York, its easterly boundary being the Humber River, and its southerly boundary being the north limits of Long Branch, New Toronto, and Mimico, could be reorganized by making its southern boundary the Queen Elizabeth Way, which could be said to form a natural southern boundary.

2. The municipalities of Long Branch, New Toronto, and Mimico could be unified into a new "Lakeshore City", or, in the alternative, instead of retaining the Queen Elizabeth Way as a natural boundary, Bloor Street could be arbitrarily made the south limit of the Township of Etobicoke, with the municipalities of Long Branch, New Toronto, and Mimico extending northerly to Bloor Street.

3. The existing Town of Weston, with its westerly boundary being the Humber River, and its easterly boundary being Jane Street, could be extended northerly along Jane Street to include the area between the Humber River, Jane Street, and Steeles Avenue, north of the present Town of Weston.

4. York Township, as it now exists, with its eight square miles of population of about 128,000, is almost an ideal borough unit, both geographically and population-wise. I would recommend that the Township of York's southern boundary should be St. Clair Avenue from its eastern extremity, as it now exists near Spadina Road, to its extension westerly to the Humber River.



1 5. The boundaries of the Village of Swansea should be
2 extended northerly to the south limit of St. Clair
3 Avenue, and its westerly boundary extended to the
4 intersection of the projection westerly of St. Clair
5 Avenue with the intersection of the Humber River, and
6 its easterly boundary moved easterly to Dovercourt Road."

7 THE COMMISSIONER: You have territorial
8 ambitions!

9 MR. KURATA: Something like what
10 happened to Poland, sir.

11 "6. The Township of North York should retain its
12 existing northern boundary, with its westerly boundary
13 changed to Jane Street, its southern boundary at the
14 west should be extended easterly to Leslie Street and
15 thence northerly along Leslie Street to Steeles Avenue.

16 7. A new borough lying east of Leslie Street and
17 north of 401 should be created, and for the present time
18 to remain unnamed.

19 8. The Town of Leaside should be extended by extending
20 its northern boundary to Victoria Park Avenue, southerly
21 along Victoria Park Avenue to the northern limit of
22 East York, and thence westerly to its existing
23 westerly boundary, and thence northerly to its existing
24 northerly boundary.

25 9. A new borough should be created of the remainder
26 of Scarborough and the portion of North York lying south
27 of 401, and north of the extended boundary of Leaside
28 to Leslie Street.

29 10. The Municipality of Forest Hill should be extended
30 by extending its northern boundary to the existing



1 north-easterly angle of the Town of Leaside and its
2 south boundary to the north-east angle of East York.

3 11. The City of Toronto would have as its west
4 boundary Dovercourt Road, and as its north boundary the
5 south limits of York Township, Forest Hill, and the
6 western and southerly limits of East York and the west
7 limit of Scarborough.

8 This would result, in the first
9 instance, where the Township of Etobicoke was reduced
10 in size and having its new south limit as Bloor Street,
11 with Long Branch, New Toronto, and Mimico extended
12 north to Bloor Street, a fourteen-borough system, or, if
13 according to the other alternative, whereby Long Branch.
14 Mimico and New Toronto were formed into a "Lakeshore
15 City", it would be an eleven-borough system. Under
16 either system, each borough would be entitled to
17 representation for a population of 75,000, or a
18 fraction thereof, the first representative being the
19 Chairman of the Borough Council, each borough would be
20 entitled to a further representative for each additional
21 75,000 population, and the representative would be the
22 next councillor in each borough system with the next
23 largest popular vote. This would result, at the
24 present time, in a Council of about twenty-two members
25 with an appointed Chairman, with or without a limousine.

26 I believe that the appointment of the
27 present Royal Commission is most significant, and most
28 important, but is most important and most timely because
29 of the time lapse since the formation of Metropolitan
30 Toronto. I believe that a review of the area-wide and



1 local functions should be made every ten years, whether
2 it be made by the politicians, as a decision of Council,
3 or whether it be done by a Royal Commission."

4 If it is done, sir, I hope you will
5 be back with us again.

6 THE COMMISSIONER: You are saying
7 that before my report?

8 MR. KURATA: Regardless of the
9 outcome of the report I would make the same statement.

10 THE COMMISSIONER: That is implicit
11 faith. Thank you.

12 MR. KURATA: "It is most timely
13 because, in an area such as Metropolitan Toronto with
14 its rapid growth and change, many environmental changes
15 can take place within each ten year period, and it is
16 imperative to review the various functions of government
17 from time to time in light of the rapid growth and
18 change.

19 The big question, therefore, remains,
20 what changes should take place in the existing local
21 and area-wide functions, I am not going to belabour the
22 fact that there are local functions which are best
23 administered at the local level of government, and that
24 there are area-wide functions that are best administered
25 by the Metropolitan government. Perhaps the most
26 convenient way of dealing with these functions is to
27 refer to page 47 of the 1963 Metropolitan Toronto Year
28 Book. Under Finance and Taxation, and Planning, I do
29 not believe that there is any reorganization of functions
30 required or justified, and my remarks apply equally to



1 road consturction and maintenance, traffic control public
2 transit, water supply, sewage disposal, garbage collection
3 and disposal, and air pollution.

4 Under the heading recreation and commun-
5 ity services, and taking into consideration the number
6 of satellite universities proposed for the Metropolitan
7 area, and increase in reading, I believe that it is now
8 timely to recognize public libraries as serving not only
9 a local need, but also an area-wide need, and I believe
10 that it would be of assistance to consider this as one
11 of the functions which might well become a function of
12 divided jurisdiction in the not too distant future.

13 PUBLIC EDUCATION -- I am not going to deal
14 with this service, as it is a matter which has been fully
15 covered by the briefs submitted to you by the various
16 area School Boards, other than to point out that the City
17 of New York, which has had an amalgamated School Board
18 for many years, now finds a serious problem, this
19 problem is the lack of liaison existing between the
20 individual schools, and the centralized Board, and is
21 seriously looking to decentralization of its school
22 system as a solution to this problem.

23 HOUSING -- This function is properly and
24 efficiently dealt with at the present time under the
25 present system, except that there is never enough
26 municipal public funds to answer the need. The solution
27 to this problem lies in greater contribution and
28 assistance from the senior levels of government, and in
29 their recognition in the role which they should be
30 playing.



1 HEALTH AND WELFARE -- These functions are in

2 the same position as housing and my remarks would be the
3 same with regard to them.

4 POLICE AND FIRE SERVICES -- Insofar as police

5 service is concerned, I believe that it would be fair
6 to say that, without exception, the suburbs feel that
7 they have lost the personal touch with the service which
8 they had prior to amalgamation, and I believe this to
9 be a fair statement. There is no doubt in my mind,
10 however, that this reaction is only psychological
11 because the fact remains that police service is one of
12 the services which can be administered efficiently only
13 at the area-wide level. The reason I say that this
14 is a psychological reaction is because, when the
15 service was amalgamated, those responsible very wisely
16 brought the police service up to the standard which is
17 required by this day and age, and they recognized that
18 the criminal is a sophisticated, well-educated
19 individual, having at their disposal the same scientific
20 and electronic devices as do the police themselves."

21 THE COMMISSIONER: Are you saying
22 this in praise of the educational system?

23 MR. KURATA: I don't want to get
24 tied into that one. I will have to leave that one to
25 the needs and resources field.

26 "Therefore, as a result of the
27 recognition of this fact, the policeman on the beat
28 is, in most instances, a thing of the past. Today's
29 policeman must be mobile, have at his disposal all of
30 the technological advances in the field of communications,



1 and scientific deduction.

2 As far as fire protection is concerned.
3 it is presently a local function. The Village of
4 Swansea is served by a highly efficient, dedicated, and
5 modern volunteer fire brigade. 1964 has seen the
6 completion of an addition to the Fire Hall, and this
7 addition provides 100% more available space for fire-
8 fighting equipment. The Brigade consists of thirty
9 regular members, and two cadets, or firemen in
10 training at the present moment. This Brigade has
11 weekly practices which are very well attended, and its
12 officers regularly attend the various fire conventions
13 wherein they can keep the Brigade up to date. The Fire
14 Department is administered by the Council of the Village
15 through a three man committee, entitled "The Fire and
16 Public Utilities Committee". The discipline and other
17 fire matters are regulated by a By-law of Council. 1963
18 fire loss figures are not available; however, in 1962,
19 the Village of Swansea had the lowest fire loss per capita
20 within the Metropolitan Toronto Area, and, as far as
21 fire costs go, in the same year, costs attributable to
22 the Fire Department amounted to some \$28,000.00, or,
23 roughly, \$2.80 per capita; again, I believe, the lowest
24 fire cost in the entire Metropolitan Toronto area.

25 The recruiting of volunteers for this
26 Brigade is unique in the Village of Swansea, because we
27 are fortunate in having a large industry located within
28 the boundaries of the municipality. This industry oper-
29 ates on a twenty-four hour basis, and maintains its own
30 fire protection. A number of the volunteers are



1 employed at this industry, and a high degree of
2 co-operation exists between the industry and the
3 municipality, and the members of the volunteer Brigade
4 are granted leave when a fire takes place in the
5 municipality. The morale of this volunteer Fire
6 Brigade is exceedingly high, they are a very
7 efficient and dedicated Brigade. An agreement exists
8 between the Village of Swansea Fire Department, and the
9 York Township Fire Brigade, and they co-operate where
10 necessary in fighting a fire, and I understand that the
11 Township of Etobicoke is prepared to co-operate if the
12 facts justify it. I understand that one other
13 municipality has a part volunteer Fire Brigade.

14 This Commission is well aware of the
15 reports and the action which has been taken by Metropoli-
16 tan Council with regard to the possibility of an area-
17 wide Fire Department, but I feel that, at this time, in
18 the light of already heavy economic burdens upon the
19 various municipalities, and coupled with the fact that,
20 as with all other services, when they become amalgamated,
21 standards will be that of the highest existing standards,
22 a totally amalgamated Fire Department is not justified
23 by actual need, or by economy. I am not going to be so
24 bold as to predict what changes in the future may take
25 place, and how the fire protection need might change
26 in the future as a result of increased population density
27 or other economic factors. Therefore, I feel that fire
28 protection is a function which could be reviewed when
29 the need changes.

30 The general administration of justice,



1 under the headings set forth on page 47, are all
2 administered on an area-wide level, and this should
3 remain unchanged.

4 LICENSING AND INSPECTION -- The licensing of
5 businesses is a metropolitan matter, and dog licensing
6 and pound facilities, marriage licenses, and building
7 by-laws, are area matters. It is interesting to note
8 that throughout Europe, Asia, Japan, North and South
9 America, on the whole, these are all treated as matters
10 of local jurisdiction, whether it be for the Arrondisse-
11 ments, as in the case of France, the Boroughs, as in the
12 case of England, the Bezirkes, as in the case of
13 Germany, and the Ku, in the case of Japan. I see no
14 valid or logical reason for changing the administration
15 of these matters.

16 CIVIL DEFENSE -- The emergency measures
17 organization is a metropolitan function, with many of
18 the area municipalities being involved at the local
19 level through liaison committees with the central
20 organization, and the federal organization.

21 Other municipal services, which include
22 fines, vital statistics, hydro electric power, harbour,
23 airport, municipal parking lots, civic elections and
24 redevelopment, have been, with the exception of the
25 collection of fines, which is a shared jurisdiction,
26 local affairs, and I would again repeat that these
27 services have been treated in most of the other countries
28 of the world as matters for local concern.

29 My only comments, therefore, will deal
30 with redevelopment, which is presently a matter for



1 local concern only. I feel that there are redevelopment
2 matters which are so large, so pressing, and so greatly
3 needed, as to justify consideration of the extension of
4 this function to include not only local concern, but
5 also area-wide concern. Many of the larger developments
6 and redevelopments in the municipalities of Scarborough,
7 North York and Etobicoke, and, even the City of Toronto,
8 with its redevelopment problem in the Alexandra Park area,
9 are matters which I deem to be of Metropolitan concern,
10 because they cannot help but increase traffic, increase
11 the load on schools, increase the load on recreation
12 facilities, and so on, not only at the local level,
13 but also at the Metropolitan level.

14 Therefore, in closing, it is clear that
15 I am opposed to total amalgamation for the reasons
16 previously stated today, and those stated in my brief,
17 I am opposed to the four, five, or six single-tier
18 borough system for the same reasons."

19 THE COMMISSIONER: Why do you keep
20 referring to a single-tier borough system? Are you
21 assuming if the borough system were established the
22 Metropolitan Corporation would be abolished?

23 MR. KURATA: This is my concern, sir.

24 THE COMMISSIONER: I understood the
25 recommendations made to me for a borough system meant --

26 MR. KURATA: Two tier?

27 THE COMMISSIONER: Yes. Metro would
28 continue to function but instead of 12 municipalities
29 there would be four, five, or six, as the case may
30 be.



1 MR. KURATA: I am restricting my
2 remarks to that understanding then.

3 "If I were asked for my main
4 objection to total amalgamation, or the single-tier
5 borough system, it would have to be what I have
6 termed "a lack of liaison", for it embraces the six major
7 considerations in which I have termed the primary dimen-
8 sion of this problem, and demonstrates that both of these
9 proposals are less objective, democratic, flexible,
10 functional, generally acceptable, and, as a result, less
11 economically efficient, and I would refer to my brief
12 wherein I have set forth that the trend is towards
13 decentralization, rather than centralization.

14 I am not so insensitive, nor reaction-
15 ary, however, to realize that some change is required,
16 and I have endeavoured to set forth the changes in
17 function which I believe could be logically made now, or
18 in the next en year period, and I would indicate that
19 the Village of Swansea brief sets forth a method of
20 dealing with the problem of representation.

21 If, however, sir, you are favourable
22 to either a borough system, I would say that it makes as
23 much sense for the little ones to be enlarged, as it does
24 for the large ones to gobble up the little ones, and
25 I would respectfully ask you to give consideration to
26 my proposals for either an eleven or fourteen-borough
27 system."

28 Thank you very much.

29 THE COMMISSIONER: Thank you very
30 much, Mr. Kurata.



SUBMISSION OF MR. KARL MALLETTE, COUNCILLOR
OF SCARBOROUGH TOWNSHIP

MR. MALLETTE: Mr. Commissioner, as you may be aware, I differ in a major aspect with my municipality's brief. Therefore I am presenting a personal brief.

"Assuming that most Metro area statistics have been made available to you I will make little reference to them nor will I quote other sources, but rather I will record my ideas.

I would first outline my municipal background since everything contained in this brief must be considered with the source in mind. I am now 35 years of age, married with four children and I have been a councillor in the Township since January, 1959. Although the position is popularly regarded as a part-time proposition (and the remuneration is set on that basis by the provincial government) I have averaged four meeting days per week since January, 1959. To retain some security and a source of sufficient income I have found it necessary to work a night shift at my occupation to leave the day free for council activities. A compositor by night a councillor by day has left little time to socialize hence I claim little popularity and therefore speak more freely than others more dependent on votes and/or township income.

In rapidly expanding urban areas more time is required than ever imagined by those persons who drafted the municipal act. I sit on a council of eight (four of whom are retired gentlemen) governing an area



1 of 70.3 square miles with a population of 240,000, one
2 of the youngest populations in Ontario. I sit on a
3 nine-man planning board (six of whom are of retirement
4 age). I sat on the board of health composed of five
5 persons, three of whom were of retirement age. I sit on
6 the board of the only hospital in Scarborough.

7 Bluntly the lack of provision for
8 reasonable remuneration for elected municipal offices
9 results in the election of too high a percentage of older
10 people which in turn results in the appointment of too
11 many older persons to the various boards and
12 commissions appointed by council.

13 Since January 1959 I have publicly stated
14 that I was/am in favor of amalgamation. Records show
15 that most of that time I was the only suburban
16 councillor to take that position. My main reason was/is
17 the inequality of educational opportunity and mill rates
18 between the area municipalities. My opinion regarding
19 amalgamation has remained favorable over the six years
20 I have held office despite a greater appreciation of the
21 inadequacies that are inherent in the one big city and/or
22 the borough systems. I differ with my fellow Scarborough
23 councillors on this issue and I am therefore placing
24 my views before you in addition to the official brief of
25 the township to which I have contributed but at the same
26 time differed.

27 Most of the time since inception of
28 Metro, Scarborough has had the highest mill rate in
29 the area. Thirty-two thousand of the home owners in
30 Scarborough purchased their homes under NHA financing



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1 in subdivisions which are in ALL local services PLUS
2 \$5.00 per foot frontage towards trunk sewers and
3 disposal plants (\$4 millior. CASH) PLUS 5% of lot value
4 for parks was included in the price of the house.
5 NOW they pay the Metro mill rate on the better than
6 \$5,000 average assessment to cover the Corporation's
7 share of local improvements for others.



1 In the spring of 1962 the chairman of the
2 OMB withheld approval of Scarborough debentures already
3 approved by Metro. Through a motion in council I sought
4 audience with the chairman. Representatives of the
5 council and he met at which time he informed us that by
6 his figures our debt to assessment stood at 27.6%.
7 More incurred by Metro than by ourselves.

8 I should add there, Mr. Commissioner, in-
9 cluding 4 percent that was our responsibility of
10 the T.T.C. debt. The next council meeting I moved and
11 council agreed to the preparation and presentation of a
12 brief to the Premier (Minister of Education at that
13 time.) I presume you have had this brief made available
14 to you. It contained graphs, charts and figures il-
15 lustrating our relative position to the other Metro
16 municipalities as of 1961. The brief made two points
17 (1) the education grants made by the province to Metro
18 on behalf of the residential ratepayers in Scarborough,
19 based on the number of students plus the ability of the
20 residential ratepayer to bear the costs, are handed out
21 by Metro on the number of pupils only; (2) Metro bore
22 only 29.86% of the total cost of education in
23 Scarborough in 1961. With our brief we presented a
24 formula devised by one of our councillors. The "Gerrow"
25 formula if implemented would even out the maintenance
26 assistance grants made by Metro with built-in protect-
27 ion against over ceiling expenditures. We presented
28 the brief to the Premier on October 24, 1962. On the
29 same day at a press meeting following our presentation
30 the Premier announced the appointment of Mr. Davis as



1 Minister of Education. I promptly inquired as to whether
2 or not our brief had been passed on and found it had not.
3 I moved and council accepted a motion that we seek
4 audience with the new Minister of Education. On January
5 24, 1963 we presented the brief to Mr. Davis. To date
6 I have not seen any acknowledgement of the brief from
7 either office nor have I seen any indication of any
8 legislation intended to correct the financial difficult-
9 ies we experience in Scarborough.

10 In fact, sir, the 1944 provincial grants
11 for education in Scarborough are less than the 1963
12 grants. Paradoxically the City of Toronto grants have
13 gone up.

14 We are left with two alternatives, and the
15 one is more popular, (1) ignore the problem and hope it
16 will go away (2) by zoning by-laws increase the size
17 (therefore the assessment) on new housing much above the
18 NHA minimum and continue to scramble for new industrial
19 assessment. The higher priced houses will require pur-
20 chasers to be in a higher income level and the children
21 per unit will be fewer. Less education costs per unit.
22 The limited market for the more expensive homes results
23 in less assessment overall but our industrial commercial
24 assessment now 33% will improve relatively. The federal
25 minister of immigration stated he wishes 118,000 new
26 Canadians in 1964 many of whom will gravitate to the
27 Metro area. I might add at that point our Premier is in
28 Europe, in England and in Europe with the Minister of
29 Energy & Resources, I believe the title is, attempting
30 to drum up business and immigration.



1 1966 will begin a peak copulation period
2 for the largest age group in Canada. Many homes will
3 be needed but will there be a market for homes in the
4 higher price range?

5 I attach to my brief, Mr. Commissioner, a
6 survey which I believe ably outlines the problem.

7 We have since 1959 budgeted capital works
8 yearly based on a ten-year projection guide. Early in
9 1963 the chairman of the OMB required that we submit a
10 further revised 5-year capital works program. We re-
11 duced our previously pared program by a further \$13,
12 000,000. Since that time we had to obligate the muni-
13 cipality to about four million dollars for a start on
14 400 hospital beds because the Metro, provincial nor the
15 federal governments will assume the responsibility of
16 initiating the construction of hospitals. Obviously
17 since Metro controls the timing of the trunk sewer
18 construction and once sewers are available the munici-
19 pality cannot legally refuse building permits; and ob-
20 viously we do not control the natural law of repro-
21 duction nor the economic law of "the lower the income the
22 more children", and since Scarborough has absorbed about
23 32,000 minimum sized NHA homes, and 2,057 limited divi-
24 dend apartment buildings, we have the children and the
25 education responsibility.

26 In 1961 we averaged 35 pupils per teacher
27 and spent \$309.05 per public school pupil compared to
28 \$474.54 in Toronto in 1962. We build our schools under
29 the Metro ceiling I believe without exception. The OMB
30 cannot reasonably expect us to economize much further.



1 We have no choice but to supply the educational and re-
2 creational facilities for our children. We must supply
3 the other municipal services including hospitals, and
4 while I do not agree that it is a municipal service, we
5 are left to supply hospitals. The OMB is being un-
6 realistic in asking us to curtail our capital expend-
7 itures further.

8 If the economic law of supply and demand had
9 not been tampered with to the extent that it has in the
10 housing industry, by the introduction and lavish use of
11 unlimited CMHC funds (without any consideration of the
12 problems created for the municipality) Scarborough
13 would have grown more slowly and would have had time to
14 cope with the expansion of municipal services. Our
15 brief to the Premier clearly shows the problem. Too
16 many minimum sized NHA homes built too fast. I have
17 attached a survey and underlined a certain section of
18 it for you, Mr. Commissioner.

19 Couples attaining the privacy of homes
20 earlier in their married life, because of the avail-
21 ability of easy money for mortgages, naturally feel
22 that everything else will come just as easily. The ar-
23 rival rate of children in Scarborough has placed us in
24 the position that last summer we had seven secondary
25 schools under way at the same time. Too many young fam-
26 ilies are finding that the easy NHA mortgage money has led
27 them into debt too fast resulting in too many young
28 mothers finding/or feeling that it is necessary to go
29 out to work to supplement the family income.

30 And there again, on page 8, I have an



1 attached survey that illustrates the point better than
2 I can say it.

3 Less supervision by parents; less super-
4 vision by teachers, and I note too, Mr. Commissioner,
5 an editorial recently said that 70 percent of our teach-
6 ers in Scarborough are not top qualified teachers (35
7 to a class); inadequate recreational facilities; a police
8 force some 1,000 men below recommended strength; is re-
9 sulting in a breaking down of our family life, our sense
10 of responsibility and our regard for our neighbours.
11 Some 65% of the eligible voters in Scarborough don't.

12 THE COMMISSIONER: Don't what?

13 MR. MALLETT: Don't vote.

14 Home and school club participation is
15 dwindling. Councillors, school trustees and Public
16 Utilities commissioners are ignored and gain office by
17 acclamation. Most appointments are filled by retired
18 gentlemen resulting in too few new and progressive changes.
19 Assessments in our West Hill area are doubled on the
20 excuse that Metro assessment department is so under-
21 staffed it could not re-assess that area for some six
22 years. The department of health operates under the
23 base line established as minimum by the province. By-
24 law 23 of the Metro Licensing Commission states which
25 businesses shall not operate without a license. Many
26 operate months, years and even go bankrupt without ac-
27 quiring a license. Zoning by-laws are openly violated.
28 Hospital needs are completely ignored by Metro, by the
29 province and by the federal government, who, incidental-
30 ly by supplying the Central Mortgage & Housing Fund



1 contributed to the need of the hospitals.

2 Expressway spending splurges while common
3 carrier is ignored until the debt of the TTC forced the
4 Metro councillors to acknowledge their responsibility
5 towards common carrier. And I might add, Mr. Commissioner,
6 they had a nudge from the Chairman of the Ontario
7 Municipal Board. Many city members of the Metro Council
8 are fond of telling the world how much money has been
9 spent by Metro but always neglect to tell that in fact
10 it is mostly debenture debt to be paid in the future
11 doubled.

12 City councillors representing 38% of the
13 population in Metro effectively control the tax rates
14 of all the Metro citizens. We have a system of
15 representation-by-assessment. With 12 of the 24 votes
16 on the Metro Council and 11 of the 22 votes on the
17 Metro School Board plus the control of all but one of
18 the votes necessary for appointment of the Metro chair-
19 man and to the political plum appointments such as the
20 TTC, police and licensing commissions, courts of re-
21 vision, the Housing Authority, the Harbour Commission
22 and the Metro Planning Board; the Council of the City
23 of Toronto effectively controls Metro Council, Metro
24 School Board and the various boards and commissions.
25 An endorsement for the executive of Metro appears to
26 depend on a certain "agreement with" the policy of the
27 Mayor of the day.

28 The totem pole politics in the City Hall
29 where a trustee waits his turn to run for junior ward
30 alderman when the junior alderman becomes the senior



1 alderman when the senior alderman becomes the junior
2 controller when the fourth controller moves to the
3 third, the third to the second, the second to the first
4 when the first lost an election and he becomes frus-
5 trated doing another's job while the Mayor attended
6 banquets and other social functions thereby becoming
7 more popular -- and I finish the sentence now, Mr.
8 Chairman, it discourages conscientious debate.

9 Directorships at the CNE with blocks of
10 passes for the grandstand show, free passes for the
11 hockey games, choice conventions timely arranged in the
12 land of the sun, membership on the ever popular parks
13 committee, chauffeured limousines, are all inducements
14 to keep trustees, aldermen and controllers from becom-
15 ing too rebellious at city and Metro Council meetings.

16 THE COMMISSIONER: Do all trustees, alder-
17 men and councillors have chauffeured limousines?

18 MR. MALLETT: No, they don't, but there
19 are specially designed custom-built cars available to
20 the senior staff in the Board of Education in the City
21 of Toronto, and to the trustees. That has been report-
22 ed by the papers. They even take them to conventions.
23 It has already been reported by the paper they sometimes
24 take \$30 a day for four days and spend half a day in
25 North Bay, and the explanation of one trustee when
26 queried by a reporter, "I am only human" but how
27 do they expect teachers to stand in front of the kid-
28 dies and tell them that honesty is the best policy?

29 THE COMMISSIONER: Do you hope in amal-
30 gamation this will be extended to everybody?



1 MR. MALLETT: It depends on the form of
2 amalgamation. I don't think it is really necessary. I
3 have spent five and a half years on council, and I have
4 yet to attend a convention.

5 I don't think it is necessary at all. With
6 our means of communication today, we can keep up
7 to date without spending the public's money for
8 holidays, and don't forget, Mr. Chairman, after five
9 and a half years I have become acquainted with a number
10 of councillors in the area, and that was their attitude.

11 During a combined meeting of the Scarborough
12 Council and Planning Board at which the Metro planner
13 -- it was then Mr. Jones, Mr. Commissioner -- was ex-
14 plaining the Metro master plan (never implemented), I
15 raised the question of the Metro capital works program
16 scheduling the trunk sewers from east to west from the
17 proposed Malvern project to Victoria Park avenue. I
18 pointed out that the rest of the city had grown out-
19 wards from Yonge Street. The Metro planner after some
20 argument agreed that it was unlikely to develop in the
21 reverse direction in Scarborough. I then asked him who
22 drew up the Metro 10-year capital works projections.
23 He replied that the Chairman of Metro (appointed by the
24 Province), the treasurer and himself had set the capital
25 works program for the ten years. The Metro capital
26 program by its control of the timing of sewers controls
27 the development in the suburbs. The Chairman was the
28 undisputed appointed boss of the other two, therefore
29 the program was the chairman's. If any doubt exists who
30 the actual planner was in the era of the former chairman



1 of Metro, a perusal of the planning board minutes (when
2 they managed to muster a quorum) will show that most
3 motions were put by the Chairman of Metro while the few
4 members that actually did attend vied to second his
5 motions first. The chairman of our planning board quit
6 the Metro planning board in disgust. On numerous oc-
7 casions I have sat in on the Metro executive and council
8 meetings. I have read the minutes of the Metro planning
9 board meetings. I have attended meetings of Metro com-
10 mittees, the licensing commission and have made pre-
11 sentations to the TTC on behalf of Scarborough.

12 As a matter of fact, we just completed one
13 this morning, and somebody suggested they come up to o
14 as a cheering section today, but I think we had better
15 not make a change in trend and have people here.

16
17 The conclusion I am forced to is that during
18 the term of office of Mr. Frederick Gardiner as Chairman
19 of Metro the council the planning board, the police
20 commission, the licensing commission, the TTC and the
21 Housing Authority were to all intents and purposes a one
22 man show. The bickering between the city and suburban
23 politicians on petty issues, plus a most ineffectual
24 Mayor of Toronto, provided amusement for the people
25 through the press but the decisions were made by and
26 only by the chairman. There never was, isn't now, nor
27 will there ever be any collective leadership displayed
28 under the present Metro system.

29 Some comment on the present situation. The
30 cost of education in the city of Toronto knows no



1 bounds. Trustees take \$30 a day from the public coffers
2 to entertain their friends at a convention at the Royal
3 York hotel. The city works committee was told this year
4 that they are 30 years behind in road repairs and that
5 sewer reconstruction is 100 years behind. One alderman
6 was so naive that he proposed a motion to levy a special
7 mill rate to repair sidewalks which should be recog-
8 nized as basic responsibility of any municipal council.
9 One alderman served years on the board of health despite
10 the fact that non residence disqualified him. Two other
11 non resident candidates for the board of control had to
12 be told that taxes unpaid on the building in which their
13 offices were would disqualify them. The city voted to
14 share their high welfare and fire protection costs with
15 the suburbs. The city spent \$474.56 per public school
16 in 1962 but their politicians cry that the suburbs are
17 setting the pace in education costs. The city council
18 votes at Metro to spend on expressways then deplores the
19 fact that too much land is wasted in parking lots in the
20 core of the city, at the same time they subsidized the
21 parking authority. The city subsidizes the houses with
22 low assessments in the core of the city and complains
23 of slum housing and lack of redevelopment. The emphasis
24 of expressways has enabled people to utilize their cars
25 more with the resulting traffic jams and fabulous ex-
26 penditures such as the electronic computer control of
27 all traffic lights. Now the Metro traffic engineer
28 demands the removal of at least 80 crosswalks so his pet
29 gadget will work better. The traffic also slows down
30 the bus services; which drives more drivers to using



1 their cars; which creates more traffic problems and
2 greater TTC debts. The farce that the TTC is an in-
3 dependent commission has been dispelled by the order of
4 the chairman of the OMB that Metro admit and assume the
5 TTC debt before he would approve of debentures for the
6 Spadina Expressway. He also ordered them to assume
7 capital costs of schools.

8 The 10 percent of the TTC debt that
9 Scarborough is responsible for (we have 10 percent of
10 the assessment in Metro) has always been considered by
11 the OMB when they have reviewed our requests for de-
12 benture approvals. Our Reeve and his fellow members
13 at Metro steadfastly deny responsibility for TTC debt.
14 They assumed a portion so reluctantly that the area
15 municipalities were faced last year with a large bill
16 from Metro mid-year after the budgets were set and the
17 tax bills mailed. This was a prime example of the pro-
18 crastination that envelops all Metro matters. Metro
19 has accumulated debt that Scarborough is responsible
20 for that amounts to 18.4% of our assessment without
21 representation by population. The township has ac-
22 cumulated debt that amounts to 12.4 percent of our as-
23 sessment. These figures are the subject of a differ-
24 ence of opinion between the Reeve and myself basically
25 because I include our share of the TTC debt that is not
26 being met from the fare box. May I suggest since this is
27 the crux of our difficulties in gaining debenture ap-
28 proval that you confer with the chairman of the OMB
29 to ascertain the figures he uses when considering ap-
30 proval of Scarborough debentures.



1 The first year I was a member of council
2 in 1959 we set up a ten-year capital works program.
3 In the spring of 1962 approval of debentures were with-
4 held by the chairman of the OMB. We have since phased
5 out our capital expenditures so that our debt charges peak
6 in 1965. The responsibility for hospital construction
7 is not assumed by any other level of government and
8 surveys show that the public will not contribute to
9 building funds now that OHSC is in operation. An OHCS
10 survey of hospital needs concluded that 900 additional
11 beds were needed in Scarborough in 1962.

12 That was two years ago, and our population
13 increase is 15,000 per year and five beds per thousand.
14 We have a greater need now.

15 The doctors at the only hospital in
16 Scarborough called a meeting during the last municipal
17 election and placed the councillors squarely on the
18 griddle. We have now obligated the ratepayers to four
19 million dollars for some 400 beds to be available in
20 1966-67. We have to raise \$12,000 to add to grants of
21 \$8,000 for every bed. Mr. Gardiner dropped the hospital
22 grants by Metro in March 1958. He has publicly stated
23 that, now he has had to utilize a hospital, he reali-
24 zes he was wrong in 1958. There were other people in
25 need of hospitalization then, and since then, and will
26 be more and more here in Scarborough in the three years
27 before we can make any more beds available. Professor
28 Frank Smallwood in "Metro Toronto: A Decade Later"
29 eloquently charges that the needs of the people were
30 ignored to build monuments to the automobile and I add



1 "to the politicians of the day".

2 I feel, Mr. Goldenberg, that your appointment
3 as commissioner confirms that Metro accomplished only
4 that which Mr. Gardiner wanted accomplished. Without
5 him there is obviously no direction. In eleven years
6 Metro council has failed to show collective leadership.
7 Its members only bask in Mr. Gardiner's light. Despite the
8 flowery quotes and platitudes in my municipality's
9 brief drafted by staff, the Reeve (a member of Metro
10 council and on the Metro executive for years) and ac-
11 quiesced to by most councillors -- they didn't even
12 bother attending the meetings it was drafted at -- the
13 Metro system does not work.

14 THE COMMISSIONER: What would Scarborough's
15 position have been today without Metro?

16 MR. MALLETTE: Much smaller population,
17 fewer houses, sounder financing.

18 Because the Metro system does not work the
19 local government can not work effectively. Metro is
20 spending money so fast we can't get enough monies to
21 provide services we should be providing.

22 I moved to have a referendum vote on amal-
23 gamation in Scarborough in 1962. My motion carried at
24 a meeting while the Reeve was overseas. Upon return he
25 "convinced" the same councillors to reverse their votes.
26 The people were thereby denied any opportunity to be
27 heard by their "local government effectively and ef-
28 ficiently carrying out the wishes of the people".
29 (Chapter 20 Scarborough brief). The publicly abused
30 part-time politicians in the Metro area have not the



1 time nor the inclination to keep their eye on the
2 popularly elected personalities that are supposedly
3 full-time and also keep their eye on the administration
4 to protect the individual's relationship to bureaucracy.
5 Metro area councillors have not, can not, will not, make
6 Metro work to fulfill the needs of the people through
7 Metro nor through the councils to which they were
8 elected.

9 Natural, social and economical factors are
10 more important than the artificial, propped up municipi-
11 pal boundaries and islands of political power that
12 Metro's politicians and local staffs are striving to
13 preserve. Sixty-five percent of the eligible voters in
14 the Metro area show their disdain for the politicians
15 by not voting. In fact the present politicians were
16 elected only by the majority of 35 percent of the eli-
17 gible voters and therefore do not actually represent
18 the opinion of the majority of Metro citizens.

19 THE COMMISSIONER: Do you think that is
20 confined to the Metro area of Toronto?

21 MR. MALLETTE: No, I think it is inherent
22 in a built-in democracy. I do think we can improve it,
23 though, sir, with your help.

24 Metro was the result of a shotgun wedding,
25 differing basically from the Cummings report, and
26 directed by a provincially appointed chairman.

27 One man should never again wield as much
28 political power over the financial future of Metro
29 ratepayers as did the first chairman of the Metro council.
30 Nor should so many irresponsible politicians ever again



1 form a council by indirect election. The Prime Minister
2 of Canada is elected in one riding only, and of course
3 chosen by the party delegates. The Premier of the pro-
4 vince is elected in one riding only. It is a fallacy
5 perpetuated only on urban citizens that civic election
6 of mayors, reeves or controllers is in any way a judgment
7 of competency. It is a simple popularity contest.

8 Good civic government is waiting for well-
9 informed, full-time councillors and school trustees,
10 representing reasonable sized wards, able and willing to
11 buffer any individual against the bureaucracy of govern-
12 ment at any level. A municipal councillor or trustee
13 should set policy with a broad outlook and have the time
14 and intelligence to see that the policy is administered
15 fairly to the individual. His motto should be "for the
16 good of the majority and for the protection of the in-
17 dividual."

18 In conclusion Mr. Commissioner I believe
19 that provision for a directly elected, full-time
20 councillor and a directly elected full-time school
21 trustee to service a ward of about 50,000 persons with
22 a salary that would attract more younger persons to as-
23 pire to public office is a basic requirement in the
24 Metro area.

25 THE COMMISSIONER: What would a full-time
26 school trustee do with his full time?

27 MR. MALLETT: You know, all through your
28 brief, Mr. Kurata, there was a number of things ...

29 THE COMMISSIONER: Mr. Mallette, you are
30 addressing me, not addressing Mr. Kurata. I asked you



1 a question, what would a full-time school trustee do
2 with his full time?

3 MR. MALLETT: I think a full-time school
4 trustee could learn more about his administration than
5 a part-time man will ever comprehend, and have the op-
6 portunity to look into the actual operation of the
7 schools and look after the many complaints that I, as
8 councillor, receive on school problems that they ob-
9 viously don't handle. Then I think the control of the
10 Department of Education may well then go back to the
11 trustees out of the hands of the department, sir.

12 The term of office should be for three years.
13 This would give a measure of security to attract more
14 candidates. It would also be a check to offset the
15 tendency of staff to (1) lead elected representatives
16 (2) disregard the rights of the individual ratepayers.

17 The Metro area plus the urbanized sections of
18 adjacent townships should be divided into wards of 50,
19 000 persons with provisions for adjusting boundaries
20 for each election as population fluctuates.

21 There should be one council and one school
22 board.

23 The members of the council or school board
24 should annually elect an executive committee of five
25 members from amongst themselves to expedite council
26 matters. Persons aspiring to the executive committee
27 would, by displaying administrative ability and willing-
28 ness to work to their fellow councillors or trustees,
29 demonstrate their competency to those persons in the best
30 position to judge. The executive will by the vote of



1 the majority, have the support of the majority. But they
2 should be held responsible to the council or school board
3 by being subject to annual appointment.

4 All council matters should be channelled
5 through five standing committees. Each of the five
6 members of the executive should be the chairman of one
7 standing committee.

8 The council or school board should annually
9 appoint a city manager or school administrator from
10 outside their ranks, to direct staff in carrying out
11 policies laid down by council or school board. The
12 city manager or school administrator should be held
13 responsible to council or school board by being subject
14 to annual appointment.

15 THE COMMISSIONER: Where would you get a
16 competent city manager who would have to be re-appointed
17 every year?

18 MR. MALLETT: Well, Mr. Chairman, I think
19 there are a number of persons in the Metro setup now
20 that would qualify for the job by virtue of their ex-
21 perience.

22 THE COMMISSIONER: I am not questioning the
23 ability --

24 MR. MALLETT: They have had --

25 THE COMMISSIONER: Listen to my question:
26 Where would you get a competent city manager --

27 MR. MALLETT: There are persons who would
28 be willing to be appointed.

29 THE COMMISSIONER: On an annual basis?

30 MR. MALLETT: Yes, sir.



1 THE COMMISSIONER: I would be very much
2 surprised. Go ahead.

3 MR. MALLETT: Very few people work on a
4 contract longer, sir. I may be reaching a little bit
5 on some of these factors.

6 THE COMMISSIONER: Pardon?

7 MR. MALLETT: I may be reaching, but I am
8 proposing what I think would work well.

9 The elimination of electing persons in areas
10 exceeding 50,000 persons will rid the Metro area of
11 the popularity contests that we pass off now as
12 elections of Mayors, Reeves and Controllers. At the
13 present time too much of the two-year term is spent
14 playing to the press gallery.

15 The change to representation-by-population
16 from the present representation-by-assessment coupled
17 with the change to full-time councillors sitting as
18 committees should eliminate the present system of poli-
19 tical reward by appointment to boards and commissions.
20 These are now set up as excuses to avoid responsibili-
21 ties that should properly be exercised by elected
22 councillors.

23 One caution I feel obliged to voice is that
24 consideration must be given to legislation to include
25 and/or control development in areas adjacent to the
26 present boundaries set for Metropolitan Toronto.
27 West Rouge in Pickering township has already petitioned
28 Scarborough to annex that area.

29 I appreciate, Mr. Commissioner, that the
30 foregoing involves legislation to be passed by the



1 provincial government, dominated by rural representatives,
2 being asked to understand urban problems that have
3 arisen at an accelerating rate in the past twelve years.
4 Even your recognized persuasive powers may not be en-
5 ough to make up in understanding what most MPP's lack in
6 experience with a relatively new problem in Ontario.

7 Urbanization will require the greatest
8 thought effort of the century.

9 I thank you, Mr. Commissioner for the time
10 you have taken to read and to listen to the content of
11 this brief. It is my fervent hope that I may have shed
12 some light on how the parent-ratepayer in Scarborough
13 feels.

14 Sixty-five percent of our eligible voters
15 feel our municipal political system is not worth a vote.
16 Few are willing to stand for public office and those
17 who do are ridiculed. We must establish a responsible
18 urban municipal system that will gain the respect of
19 the citizens.

20 Thank you, sir.

21 THE COMMISSIONER: Thank you very much,
22 Mr. Mallette.



SUBMISSION OF MR. W. A. EDWARDS

MR. EDWARDS: Mr. Goldenberg, I would like to throw a few warm-up pitches before I get started on the brief proper. It is not only the right, it is the duty of the Provincial Government to protect minorities. Minorities in this case are municipal taxpayers. The facts are about three out of four, in some parts of Metropolitan Toronto, and in other parts of Metropolitan Toronto four out of five of the population are not municipal taxpayers.

THE COMMISSIONER: Is that because they are tenants? Do you include tenants as people who don't pay?

MR. EDWARDS: I am talking about the total population. From three to four in some parts and from four to five in other parts are not municipal taxpayers.

THE COMMISSIONER: I would like you to answer my question. Do you consider a tenant a municipal taxpayer?

MR. EDWARDS: No. For the purpose of this explanation a tenant is not a taxpayer.

THE COMMISSIONER: Doesn't the landlord pass the larger part, if not the whole, of the tax on in rent to the tenant?

MR. EDWARDS: Rents do not change as taxes change, so for this purpose of this explanation, Mr. Commissioner, I want to emphasize that there is a difference between a thoroughbred municipal taxpayer and a tenant who, as is so often said, pays his taxes



1 through his rent.

2 There is a difference and I am
3 trying to emphasize that difference. The main differ-
4 ence is this: A municipal taxpayer is tax conscious
5 and a tenant is not tax conscious.

6 These are just a few notes I want
7 to be sure and say, Mr. Commissioner, and I am saying
8 them at the outset.

9 Trying to solve the problems of
10 Metropolitan Toronto by changing the system of
11 government shall fail. It does nothing whatsoever,
12 absolutely nothing to change the cause, the basic
13 cause of the trouble in Metropolitan Toronto. As one,
14 Mr. Commissioner, who has had considerable experience,
15 I am going to offer a comment which may be interpreted
16 as a criticism but I am sure it will be taken in the
17 spirit that it is given.

18 The general theme of the presentations
19 which have been made to this Royal Commission, and I
20 have heard many of them and tried to keep in touch
21 with all of them, there is nothing wrong with what
22 they say but they are leaving out the basic truths
23 in connection with this problem.

24 One of the most important briefs which
25 has been presented to this Royal Commission, in my
26 opinion, was presented by Mr. Eric Hardy, representing
27 the City of Toronto. I think I am correct, I would
28 be pleased to be corrected if this is not a statement
29 of fact, that brief said absolutely nothing about
30 transit subsidies and it did not point to the other



1 basic cause of the trouble as wage costs.

2 While I am at it, Mr. Commissioner,
3 let me say this -- and I am sure this will be taken,
4 at least I hope it will be taken in the spirit that
5 it is given -- quite a few of our broadcasters are
6 already making forecasts respecting what your
7 recommendations shall be. Now they are not saying
8 it definitely. They say that you have not made up
9 your mind yet, but this is their guess. Their guess
10 is that you are going to favour a borough system.

11 In the administration of municipal
12 affairs in this area, Mr. Commissioner, there is what
13 I shall call a friendly competition between academic
14 experts and those with practical experience. Now I
15 want to mention this for two or three reasons. One
16 reason is because they do feel that this is having,
17 or is liable to have, a big influence. It has an
18 influence which I ask you to be careful with.

19 It would be silly of me to boast but
20 on the other hand I don't want to get stagefright and
21 I am going to try and give my ego a little bit of a
22 lift because that is good medicine for stagefright.
23 I am going to tell you the true story. One night it
24 was my privilege to be at a banquet and one of the
25 top educationalists in the City of Toronto was the
26 speaker of the evening and the subject was the advan-
27 tages of a university education. After the conference
28 was over we were having a talk among ourselves, the
29 way they do, and I was talking to this gentleman and
30 I passed this remark to him. I said: "I would not



1 give my municipal experience for the best degree you
2 have got in your university." He turned to me and he
3 made this statement, which I don't think I will ever
4 forget. He said: "Mr. Edwards, we haven't got a
5 degree in a university equal to your experience." He
6 said this: "What we are trying to do in our
7 universities is give young men a start but they get
8 their real education after they leave the university.
9 They are only on the threshold of the university
10 of experience."

11 Mr. Goldenberg, sometimes when I
12 look at the report of these academic experts I am
13 sometimes thankful that I haven't got a university
14 experience. Our university graduates make serious
15 blunders. Some of our best men are university
16 graduates, that is true. I have been attending the
17 University of Experience for 40 years and I haven't
18 graduated yet.

19 My point, Mr. Chairman, is this:
20 Please don't permit these academic people who are
21 interested, and quite properly so, to dominate the
22 picture too much. There is a general feeling, rightly
23 or wrongly, that they are dominating the picture too
24 much. Now I hope that that will be taken in the spirit
25 that it is given.

26 I have another thought in connection
27 with the general comments that are going around to the
28 effect that those who are opposed to amalgamation just
29 want to hold on to their job on the municipal Council
30 by having several Councils. There is so often the



1 implication if we consolidate and if we have fewer
2 governing units taxation will reduce. That is plain
3 nonsense, Mr. Commissioner, and I am glad to feel pretty
4 easy, as far as you are concerned, by the questions
5 you have been asking.

6 One of the most significant questions
7 that I have heard you ask while in this conference
8 was asked of Mr. Eric Hardy the day he presented his
9 brief. You said words to this effect: "Mr. Hardy,
10 do you sincerely believe amalgamation will reduce
11 taxation?" One of the most significant answers came
12 because Mr. Hardy is one of the best informed municipal
13 men in this area and his answer was not "Yes". It
14 was a kind of apologetic answer.

15 Amalgamation will not reduce taxation
16 and those who are informed in connection with this
17 matter know it.

18 Now that leads me into another one
19 of these notes. There is a difference, Mr. Commissioner,
20 between reduced taxation, controlled taxation, and
21 future taxation. Now the reason I emphasize that
22 point is because I talk to people about these things.
23 I talked to several people, I have even trainers, Mr.
24 Commissioner, who are my best friends and are trying
25 to tell me my faults and trying to get me to break
26 some of my bad habits.

27 THE COMMISSIONER: You would not let
28 them do that!

29 MR. EDWARDS: Well, they do influence
30 me. I am trying to get better. I do want to emphasize,



1 Mr. Chairman, be careful as to whether or not the
2 person is referring to reduced taxation, controlled
3 taxation, or future taxation.

4 Now that leads us nicely into the
5 brief proper. That includes a couple of letters that
6 I have sent you since this brief was written. This
7 brief is dated December 13th and important events in
8 Metropolitan Toronto are happening so rapidly that
9 what was up-to-date six months ago is way behind the
10 times today. I sent you a letter -- I don't want
11 to be repeating myself -- I think I will refer to the
12 latest letter.

13 Mr. Commissioner, the Council of
14 the City of Toronto applied to the Premier of the
15 Province of Ontario and his government to enact
16 legislation that would amalgamate this area. One
17 of the reasons, and I am not going to refer to all
18 the reasons because I don't want to complicate the
19 matter, but the main reason the City of Toronto made
20 that application was because it has the highest tax
21 rate in Metropolitan Toronto, if not the Province of
22 Ontario. One of their main objectives was to obtain
23 a uniform tax rate. I am emphasizing the word "one".

24 There was opposition expressed and
25 the reason there was opposition expressed, Mr.
26 Commissioner, is this: Two municipalities, Toronto
27 and Scarborough, are above the average tax rate. They
28 have above the average tax rate. Eleven municipalities
29 have lower than the average tax rate. Therefore the
30 key thought is amalgamation and the first cousin, the



1 borough system, would reduce taxation, so they say.
2 I don't agree that it would. We will go into that
3 later on. The others say, in an off-the-cuff way and
4 without giving the matter the thought it deserves,
5 that it would increase our taxation.

6 Therefore, one of them, Toronto,
7 is in favour of amalgamation. As I understand it,
8 the Scarborough Council is not in favour of amalgamation.
9 One member of the Scarborough Council, if I understand
10 clearly, is in favour of amalgamation and all the
11 suburbs, according to my understanding, are opposed
12 to it. The one in favour of it is for the same
13 reason the others are opposed to it and it is a
14 question of taxation. That is one point which I shall
15 emphasize.

16 Now the Ontario Government has a
17 right and will feel disappointed if you, Mr. Commis-
18 sioner, do not come up with something to improve the
19 situation. Here is what you did. First of all you
20 extended an invitation to everybody in the world;
21 the municipal bodies, the Boards of Education, the
22 Library Boards, and individuals. You said: "If you
23 want to talk to me about this thing, okay, but you
24 must tell me within 30 days." Then after you extended
25 to us that invitation and it was accepted by some 80
26 or 90 bodies and people, you said: "Now I am going
27 to give you four months to make up your mind as to
28 what you are going to say." It developed that was not
29 long enough so you gave them an extension of a month
30 and a half. Now, it was long enough for me. I just got



1 in under the table, Mr. Chairman, a few days before
2 the four months was up. In that extension of a month
3 and a half I had an opportunity to review my own
4 brief because there was something about it that was
5 not satisfying myself. What was that something? It
6 just did not explain in plain, simple language a
7 practical solution to this question.

8 I told you a moment ago that I have
9 trainers and one of those trainers emphasized one
10 point. He said that Sir Winston Churchill tells his
11 advisors: "Tell me what to do on one sheet of paper."
12 I have been trying to tell my trainer that is
13 impractical and it is impossible and he is persistent
14 that it is not; that it is practical.

15 I tell you, Mr. Commissioner, that
16 I have talked this thing through for the last six
17 months. I have done virtually nothing else. I
18 don't have to work for a living any more and I have
19 a lot of spare time and I am saying to you that my
20 conclusion is that the only practical, simple solution
21 to this question is to recommend to the government
22 that they pass legislation that will fix a maximum on
23 municipal taxes. It can be done and it can be done
24 simply. All these great questions, and I have been
25 through a few of them, in the final analysis boil
26 down to some simple solution. If you or anybody else
27 makes an approach respecting this question and tries
28 to cut down this expenditure or that expenditure or
29 the other expenditure, well, the person that makes
30 that approach shall fail and here is why they shall



1 fail: It is just like punching a pillow. All you
2 do is make an undulation in this part and it bulges
3 out somewhere else. You know if your wife starts
4 feeling her oats and wants to step out too much the
5 best cure for her is to cut off her revenue a little
6 bit.

7 THE COMMISSIONER: I have a better
8 one. I get myself appointed a Royal Commissioner
9 and she can't go out because I am in another City!

10 MR. EDWARDS: Mr. Goldenberg, the
11 municipal taxpayer of this Province in general, of
12 the Metropolitan Toronto in particular, has the right
13 to expect that this continual increasing of municipal
14 taxation shall stop. You made a comment at the beginning
15 of these negotiations to this effect that there is
16 one thing that all parties involved here so far
17 appear to be unanimous about. They don't want to
18 go back to the old order of things. When I heard
19 that I said: "Amen".

20 There is another thing that I feel
21 certain we are unanimous about and this other thing
22 is this matter of taxation constantly increasing and
23 going to continue to increase. It has been expressed
24 by men who know what they are talking about and I
25 agree with them that under the prevailing conditions
26 it is going to increase even more severely than it
27 has in the past and that is going to lead to trouble.
28 The solution I have suggested will not lead to trouble,
29 of that I am firmly convinced, and I am speaking from
30 experience.



1 During or about the year 1932 or
2 1933 I was a member of Council at that time. At that
3 time we had a depression. I have been looking you
4 over, Mr. Goldenberg, and I don't know whether you
5 were old enough to be in that at that time or not,
6 but I was.

7 THE COMMISSIONER: I will have you
8 know, Mr. Edwards, that in 1936 I was advising the
9 Mayors of Canada on how to meet the burden of
10 unemployment relief.

11 MR. EDWARDS: I just didn't get your
12 question.

13 THE COMMISSIONER: You asked whether
14 I remembered the depression?

15 MR. EDWARDS: Yes.

16 THE COMMISSIONER: I wanted to tell
17 you that in 1936 I was advising the Mayors of Canada
18 on how to meet the problem of financing unemployment
19 relief.

20 MR. EDWARDS: Maybe I know you, Mr.
21 Goldenberg, and I have forgotten you. I am glad to
22 know that, Mr. Goldenberg, because you know what I
23 am going to tell you is a fact. Prior to the defaults
24 the general policy of the municipalities was: If
25 they would lend it, spend it.



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1 An awful calamity would happen if they
2 didn't spend it. Well, they defaulted, and they
3 stopped spending capital expenditures, and they stayed
4 stopped generally speaking for four or five years, and
5 notwithstanding the plausible explanation that they
6 can give to the effect that the world was going to
7 come to an end if we stopped doing this or that, the
8 fact of the matter is that it did stop, and the moment
9 it stopped, the defaulting municipalities of the
10 Province of Ontario began to improve their condition
11 with a speed that surprised us all.

12 Now, let us go into this brief properly.
13 That is long enough for an introduction. I am not an
14 elected member of any municipal body at the present
15 time. I am one of the has-beens, but I have had con-
16 siderable experience, and for that reason my brief
17 begins with a letter of introduction. Now, I ask you
18 to accept that letter as read. I did not intend to
19 dwell on it at all, but things have happened since
20 these hearings began that synchronise very nicely in-
21 to matters which are referred to in that introduction,
22 and I want to dwell on a couple of points.

23 Point No. 1, it was Mimico's 1947 Council
24 who made application to and more or less piloted be-
25 fore the Ontario Municipal Board for the Metropolitan
26 system to govern what is now Metropolitan Toronto.
27 That council appointed a special committee who worked
28 for about two years and compiled a 90-page report on
29 this subject, and finally submitted it to the Council
30 and said "So far as we are concerned, we recommend



1 that you proceed with the application." Then the ap-
2 plication itself extended over a period of two or three
3 years, so you don't need to apologize, Mr. Goldenberg,
4 for occupying a year in connection with these things.
5 These matters just do take time if they are to be
6 handled properly.

7 It was my privilege to be appointed chair-
8 man of that committee no doubt due to the fact that
9 for twenty-two or twenty-three years prior to the
10 year 1947 I plugged for a Metropolitan system of govern-
11 ment so enthusiastically I was nick-named "Metropolitan
12 Gus", and I feel awfully disappointed because they
13 have stopped calling me that since the real thing has
14 come in.

15 Now, point no. 2, and this is the more im-
16 portant point: Four municipalities, East York,
17 Forest Hill, Long Branch and Swansea were incorporated
18 when I was a member of York County Council. I remember
19 well the circumstances and why those municipalities
20 broke away from the parent townships of York and
21 Etobicoke.

22 Now, I know there are pro's and con's on
23 this side of the question. The reason those munici-
24 palities broke away was because they were neglected by
25 the central body, and I can readily understand why
26 they don't want a return to those conditions.

27 Another point is this: I would like you
28 to consider the fact that the incorporation of these
29 smaller municipalities have occurred to the west and
30 to the north of what is now Metropolitan Toronto.



1 There was no incorporation of smaller bodies that I
2 can recall incorporated at the east of Metropolitan
3 Toronto, or more particularly speaking, in the Township
4 of Scarborough. Now, what do we find today? We find
5 that Scarborough is the one municipality in the group
6 that is levying above the average tax rate, and we find
7 that these other bodies are those which are among the
8 lowest-taxed municipalities.

9 What I am trying to show is that this idea
10 of smaller bodies of government -- well, the result
11 has produced lower taxation notwithstanding all they
12 may say on the other side of the question. Those who
13 are suggesting amalgamation -- I don't know that I
14 could include the borough system in this statement --
15 but those who are suggesting amalgamation are saying
16 "Fire the guy that has been successful; defeat the
17 fellow who has not been successful." for reasons which
18 I will not refer to at the present time but may do so
19 later on.

20 To proceed with the brief, I deemed it ad-
21 visable, and what I have tried to do, Mr. Commissioner,
22 is stick to facts rather than opinions. I can assure
23 you that these statements to the best of my ability
24 have been taken from official records. Table No. 1 is
25 a summary of what actually has occurred. Now, there
26 are a few very significant matters that should receive
27 your serious consideration in my opinion in that table
28 no. 1.

29 To put it very briefly, during this ten-
30 year Metro period, population has increased some 39



1 percent; public school population has increased some
2 51 percent, and municipal budgets have increased --
3 what percent is it there? -- it has increased about
4 160 percent. It has increased four times as much as
5 the population.

6 There are two other significant matters
7 respecting what has transpired. Government grants
8 which we hear so much about have increased from \$23,
9 000,000 in 1954 to \$83,000,000 in 1963. Government
10 grants to this Metropolitan municipality have increased
11 on an average of 6.6 million dollars per year. An
12 analysis will reveal that the assessment which these
13 new buildings bring has increased in Metropolitan
14 Toronto on an average of about \$205,000,000 a year.

15 The point I am trying to drive home refer-
16 ring to these government grants, and this new assess-
17 ment, is that they do bring in the vicinity of \$17,
18 000,000 or \$18,000,000 a year revenue to operate these
19 municipalities without increasing the taxes. You hear
20 of people in an off-the-cuff manner say so often "Well,
21 everything else is going up; why shouldn't taxes go up?"
22 The answer is because government grants and new pro-
23 perty are increasing your revenue now in the vicinity
24 of \$17,000,000 a year; and while I am on the point this
25 increased assessment is slowing down. This new revenue
26 is not going to go through so generously which makes a
27 problem. This matter is referred to I think in Table
28 No. 4, but we will go on.

29 Table No. 2 is a statement of revenues
30 and expenditures of the Metropolitan Council only. We



1 will not dwell on that one because Table No. 3 is a
2 statement of revenues and expenditures of the Metro-
3 politan Council, and the other thirteen municipalities
4 combined. Let's dwell on that for a moment. Let's
5 look at the figure at the bottom right-hand corner
6 which shows that the budgets in 1963 were \$339,000,000
7 which compares with an approximate budget in 1954 when
8 Metro began of \$129,000,000, showing that the budgets
9 in 1963 were \$210,000,000 higher than the budget in
10 1954, which works out to an average annual increase in
11 the vicinity of \$23,000,000.

12 Up further as we study this brief we find
13 that the tax levies were \$102,000,000 in 1954, to \$274,
14 000,000 in 1963, and the tax levies increased approxi-
15 mately \$19,000,000 each year.

16 The general opinion among people who give
17 off-the-cuff conclusions and who don't study this
18 matter sufficiently to know what they are talking about,
19 they assume that the reason for this alarming tax in-
20 crease is the building of subways, trunk sewers, trunk
21 water mains, expressways, new school buildings and the
22 like. That is the general opinion, and that, Mr.
23 Commissioner, is a false opinion.

24 This Table No. 3 shows you the annual debt
25 charges increase and who pays it? We are going to talk
26 a lot about the Toronto Transit Commission before I get
27 done if we have time. Well, there is a record right
28 there of the revenues, the cost of the Toronto Transit
29 Commission. There is a record of the cost of water
30 works; there is a record there of the debt charges for



1 hydro; there is a record there of how the debt charges
2 for schools increased, and there is a record there of
3 the net increase for schools. I will refer to that
4 later on.

5 Table No. 4 shows the assessments of this
6 area and the point I want to emphasize in connection
7 with that is the way in which those assessment in-
8 creases are slowing down. It also shows the mill rate
9 per thousand dollars of assessment -- that is the
10 average mill rate -- and it shows that that average
11 mill rate has increased in the vicinity of 2.41 mills
12 per year, and the increases are getting worse in the
13 later years.

14 Table No. 5 is a table of the debt situ-
15 ation which is something for the person who wants to
16 study that problem.

17 Table No. 6 is the one that is to me so
18 interesting. There you have a statement of how the
19 population increased. There you have a statement of how
20 the transit business decreased. There you have a state-
21 ment of how fares were increased to offset the re-
22 duction in business. There you have a statement, Mr.
23 Chairman, of how the revenue increased even though the
24 business reduced, and the exact amount. Then you have
25 a statement of expenditures and debt charges, and if
26 you look at the total of revenue for those ten years
27 you find that is some \$3,000,000, which is a very small
28 amount for sums of such magnitude.

29 It shows that regardless of the problems
30 that the Toronto Transit Commission have had, they have



1 pretty well balanced their books over the ten year
2 period because those figures don't include any sub-
3 sidies.

4 Now, Mr. Commissioner, assuming that you
5 will not bring in your recommendations -- if you allot
6 the time to investigate -- before somewhere near the
7 end of this year or the beginning of next, we will be
8 able to include in that table facts. Those are facts
9 -- they are not opinions. The official report for the
10 year 1963 is not out yet from the Toronto Transit
11 Commission, but we expect it will be out any day now,
12 and by the time you complete your recommendation we will
13 be able to get the facts. They won't be officially
14 reported, but they will be there and you can ascertain
15 them. There is one compliment I do want to hand Mr.
16 Day: he has been very generous -- the Chairman of the
17 Toronto Transit Commission -- and he is giving his
18 information out to people who have the right to know
19 promptly, month by month. The point I want to emphasize,
20 Mr. Goldenberg, is that by the time we can assume you
21 will send in your recommendations we are going to know
22 the facts about the year 1964; and I am going to make
23 a forecast of what those facts will be in view of the
24 possible explanation at which my good friends on the
25 Toronto Transit Commission excel.

26 I listened to my good friend Charlie Walton
27 on CKEY Sunday night, and I hope you did too, and he al-
28 most convinced me. He didn't convince me because it
29 was a plausible explanation. I am going to make an
30 explanation now. You notice there the revenue of the



1 Toronto Transit Commission in 1962 was \$40,000,000. I
2 am going to make a forecast now that the revenue of the
3 Toronto Transit Commission as at December 31, 1964 will
4 exceed \$50,000,000 including this \$4,000,000 debt
5 charges that Metro assumes during this year of 1964
6 and that the Ontario Municipal Board approved of. The
7 Ontario Municipal Board went down in my esteem and re-
8 spect a whole lot because of that approval.

9 Now, the only qualification I want to make
10 to this matter is that in their records it may not
11 show up as increased revenue. It may show up as re-
12 duced expenditure, but you know what I mean. The net
13 gain of the Toronto Transit Commission -- not the net
14 gain, but regardless of how they mix that up, it is
15 going to be equivalent to \$10,000,000 increase in 1964
16 over 1962. I can't give you the figures for 1963 be-
17 cause they are not yet out.

18 Now, as we get going on this matter, the
19 key issue is taxation and nothing more and nothing less.
20 I am going to try to show you some of the nonsense that
21 has been going on with respect to some of these ex-
22 penditures, and while on the matter I might as well
23 stay with it now.

24 One of the biggest scoops that I have ever
25 made, and several of them occurred during this year,
26 1964, began December 5, 1963 when the Metropolitan
27 Council assumed to begin with some \$50,000,000 of debt
28 which the Toronto Transit Commission had agreed to pay
29 and underwrite some sixty-one or more million, and the
30 matter went before the Ontario Municipal Board being a



1 body which is supposed to protect the taxpayers. It was
2 a body that was appointed after the defaults of the
3 1930's, or at least there was an Ontario Municipal
4 Board before that, but after the defaults of the 1930's
5 the Ontario Municipal Board had their powers extended,
6 and they were generally looked upon as a body that would
7 check such nonsense, and here the Ontario Municipal
8 Board -- and both sides were put to them -- approved of
9 this debt transfer which will increase debt charges
10 during this year 1964 to the extent of some \$4,000,000.

11 Now, we will come back to the point that
12 the key issue is taxation. They are the ones that put
13 the taxes for the year 1964 only up to some \$4,000,000.

14 Now, Mr. Goldenberg, you are going to put
15 your report in at the end of this year, and we are going
16 to watch like a hawk what you are going to be doing
17 about that, and I am going to be talking about you this
18 way some time if you don't do something about it.

19 I would like you to look at Table No. 6.
20 I am sorry, No. 7, it is a record of the Toronto
21 Transit Commission. I had some of these in stock --
22 I thought it would be at least interesting -- on the
23 Toronto Transportation Commission prior to Metro, and
24 they have a record of the whole story of the TTC since
25 its inception. It is a matter of interest to anyone
26 who wants to study it.

27 However, let's look at this table No. 8.
28 Table No. 8 indicates the innovation of this two-mill
29 subsidy for subway debt charges to be borne by the
30 taxpayers, and as we look at that table we see it





1 jumping. In 1956, first of all there was a \$2,500,000
2 subsidy paid by Metro to the Toronto Transit Commission
3 under very controversial circumstances. That was not
4 a capital subsidy. That was an operating subsidy.

5 Then, beginning in the year 1959 the two-
6 mill capital subsidy starts, and that two-mill capital
7 subsidy this year is approximately \$9,000,000 -- that
8 subsidy was about eight million and a half, but this
9 report shows \$11,000,000, and the additional two and a
10 half million was this very controversial operating sub-
11 sidy again in 1963. 1964 the amount that the taxpayer
12 will put up for transit subsidy we say here is \$13,000,
13 000, but I am going to put that up now to \$14,000,000
14 for the following reasons: That is what the taxpayers
15 will pay. It is not necessarily what the authorities
16 will pay, to the Toronto Transit Commission.

17 Now, the point is this: In 1963 the Metro
18 Council authorized a payment of \$2,500,000 after the 1963
19 tax rate had been decided by most of the municipalities,
20 and regardless of how thin they may try to slice the
21 baloney, Mr. Commissioner, that does affect the 1964
22 tax rate for over half of the municipalities, so I say
23 the right figure there is \$14,000,000. We come again
24 then to the fact the issue is taxation, and I am trying
25 to point out to you the way it happened. I am trying
26 to point out to you, Mr. Commissioner, that the trouble
27 is not the system of government; the trouble is the
28 people who are operating it. You can take a Rolls Royce
29 car, and if you don't put any oil in the crank case,
30 you will ruin it in a hundred miles or so.



1 I am trying or will try to point out to
2 you as we proceed that the people who are sponsoring
3 amalgamation and the people who are sponsoring the bo-
4 rough system want this practice to continue. The people
5 who are opposed to amalgamation, the people who are op-
6 posed to the borough system or at least some of the
7 people, the people who have really been studying this
8 situation -- I am speaking of how I feel about it. I
9 feel that a crisis is a blessing in disguise. I feel
10 that as a result of the tax crisis -- not what we are
11 coming into, but we are into it right now -- if that
12 crisis is corrected then it is a blessing in disguise.
13 And if you, Mr. Goldenberg, do something to correct
14 that tax crisis we will swing a party for you, and I
15 would like to be guest speaker. And if you don't, you
16 fail. That is putting it to you very frankly, and I
17 am sure you will accept it in the spirit that it is
18 given.

19 We will come back to these things later
20 on.

21 THE COMMISSIONER: Mr. Edwards, you have
22 fifteen more minutes, and I hope you will adjust your-
23 self accordingly.

24 MR. EDWARDS: All right, I will try and
25 wind it up. I will finish this TTC story now that I
26 am on it. What has the Toronto Transit Commission done
27 that they shouldn't have done? The first serious
28 blunder that the Toronto Transit Commission made was
29 when they reduced fares on May 1st, 1961. One member
30 of the Toronto Transit Commission at that time objected.



1 He voted against it. It was just plain nonsense to be
2 talking about building a \$245,000,000 subway and re-
3 ducing fares. They did it. Why? Well, my opinion is
4 to coerce the taxpayer into paying for that subway.

5 The Toronto Transit Commission agreed in
6 1958 to pay in round figures 45 percent of the cost of
7 that subway, and they don't intend to pay one nickel of
8 it. That is the Bloor-Danforth subway. Now, at the
9 present time they are maneouvering to coerce the tax-
10 payers into paying the debt charges on Yonge Street
11 subway in addition to that.

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1 In 1958 the total estimated cost
2 of these subways, and the debt charges on the Yonge
3 Street subway -- the Yonge Street subway was not
4 in the picture with the 1958 decision, but we have
5 got to bring it in the picture to make a comparison --
6 the total estimated cost and the actual cost out-
7 standing debt on Yonge Street subway in 1958 was
8 \$278 million. The total estimated cost now as a
9 result of the extensions on the one hand of some
10 75 million on the Bloor Street, and the reduced debt
11 of Yonge Street, some 10 million, making a net increase
12 of 65 million. The total estimated cost now is
13 65 million higher than it was in 1958.

14 In 1958 the total amount that the
15 Toronto Transit Commission were obliged and had
16 agreed to pay was some 156 million dollars; 98 million
17 dollars their share of the cost on the Bloor Street
18 subway plus the 58 million dollars. They have paid
19 about 10 million. Today the total estimated cost
20 of the Toronto Transit Commission has reduced from
21 156 million to 97 million, when their actual payment
22 was 10 million, and the gross cost of the subway has
23 increased 343 million dollars.

24 Take the fiasco of 1963. Here is
25 what happened on May 31, 1963: The Toronto Transit
26 Commission increased the fares from seven to six for
27 a dollar and that stayed in effect for some 21 days
28 and in that 21 days, to put it in plain language --
29 they don't put it this way, I am putting it for them --
30 the Metropolitan Council said: "We will give you





1 \$2,500,000.00 if you decrease fares \$3,500,000.00."
2 They accepted it. While the final report is not out,
3 the deficit for the year 1963 will be half a million
4 dollars.

5 Now, Mr. Commissioner, I am mentioning
6 these things to tell you of the financial shenanigans.
7 That is what I will call them. I consider the action
8 of the Metropolitan Council on December 5th, supported
9 as they were by the Ontario Municipal Board, was an
10 encroachment on the duty of this Royal Commission.

11 Now, all is not black. I don't
12 consider the matter serious if we get changes that
13 will correct conditions that never should exist. I do
14 consider the matter serious if we don't obtain that.

15 I want to point out that there is a
16 lot of cash capital financing going on in Metropolitan
17 Toronto at the present time and you see a statement
18 respecting it in Table 10. Now there is a point I
19 want to explain in the event of any confusion coming
20 up respecting it. The Boards of Education, Mr.
21 Commissioner, are paid close to \$10 million cash for
22 capital expenditures in addition to the loan. After
23 that the 2 mills that we are putting into the Toronto
24 Transit Commission, plus the operating costs, and it
25 shows somewhere in the vicinity of over \$20 million
26 is being paid in cash for financing.

27 Now, Mr. Chairman, I must come to a
28 quick conclusion. The basic cause of this tax trouble
29 is matters that very few are talking about. It is
30 just not popular talk. It is awfully poor politics to





1 talk about it but it is awfully poor business to not
2 talk about it. The basic cause of tax trouble in
3 Metropolitan Toronto centers around two things. One
4 is the transit subsidy, which is not necessary, not
5 by any means; at least not in such proportions as
6 they are here. The general policy is to estimate
7 what is going to happen and base subsidies on estimates
8 and you can estimate anything you wish. The estimates
9 are based on what they wish will happen. I suggest
10 that that should be changed and that subsidies should
11 be based on facts, not estimates.

12 The other point is, Mr. Commissioner,
13 the other cause of this tax trouble is wage costs.
14 Now there are two things which affect wage costs.
15 One is more employees and the other is wage increases
16 and with the higher population more employees is a
17 natural consequence.

18 Now there are no statistics available.
19 I have tried to get them and there are just no
20 statistics available. I couldn't get them but maybe
21 you can. I couldn't get statistics to show how much
22 wage costs are increasing each year. Now the reason
23 for this is in Metro there are fourteen municipalities,
24 thirteen area municipalities and one Metropolitan
25 Toronto itself. I consider that in those fourteen
26 municipalities there are about 125 departments. Now
27 each department has a record of wage increases but
28 this department didn't know what that department was
29 doing and for that reason there is no record, which
30 I know of, which will indicate how much wage costs are



1 increasing each year.

2 I estimate that 70% of the cost
3 of all services goes for wages and worked on that
4 basis the tables are set up here. It is a \$23 million
5 increase in budgets, \$5 million in debt charges, and
6 \$18 million for something else. 70% of \$18 million
7 worked out to \$12,600,000.00 of which I gave \$2,600,000.00
8 for more employees and \$10,000,000.00 for wage
9 increases to increase each employee's salary each
10 year. In the case of the Toronto Transit Commission
11 we are having so much trouble and wages have increased
12 each nine months from 1951 to 1959, I think it was,
13 and each eight months from 1958 to the present time.
14 Mr. Commissioner, I am not saying that that should
15 or should not happen, but I do say this: Don't
16 prosecute anybody for telling the truth. Our authori-
17 ties are not telling us all the truth. They are
18 leaving out what it would be plausible to tell.
19 We are either going to do something or we are not
20 going to do something about this tax question. We
21 must know the truth.

22 You had the Labour Board here the
23 other day. I am sorry I haven't got my union pin on.
24 I am a union man and I have been a member of the union
25 for close to 50 years. I am surprised when I see
26 union leaders becoming so unreasonable as they
27 definitely are. I was interested in what was in the
28 paper this morning about what they are doing in
29 San Francisco. They apparently are trying to bring
30 together the labour leaders and the municipal adminis-



1 trators more often and maybe they have got the
2 answer to the question.

3 I worked out one thing here the
4 other day and I find this: At the present time we
5 are contributing \$100 a month to a police officer's
6 pension earning \$5,000 a year. I say you better
7 have a look at that.

8 Mr. Commissioner, so far as the
9 recommendations are concerned, they are in this
10 brief and the Daddy of them all is to recommend to
11 the government that they must do something to limit
12 the amount they can tax residential and municipal
13 property. With that I am going to conclude and may
14 I say, Mr. Commissioner, that I do appreciate very,
15 very much the fact that you were considerate enough
16 to let individuals express their opinions and the
17 fact that you didn't open the debates by saying: "We
18 will have a few remarks from the former Mayor." I
19 told one Chairman one night: "If I didn't know any
20 more about it than you did I would sit down right now."
21 You have given me a dandy opportunity, Mr. Chairman.
22 I certainly appreciate it and my guess is you are
23 going to take the initiative but you have an eye for
24 the borough system. It is the first cousin to
25 amalgamation and competition among the municipalities
26 is good. Thank you very much.

27 THE COMMISSIONER: Thank you, Mr.
28 Edwards. I now adjourn until ten o'clock tomorrow
29 morning.

30 ---THE HEARING WAS ADJOURNED UNTIL 10:00 A.M. ON JUNE
4, 1964.

